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ABSTRACT

The purpose of this report prepared by the Illinois Department of Children and Family Services is to describe the growth of day care services in Illinois during 1972 and to present information which will aid state agencies and citizens in planning for and coordinating day care services. The report is divided into discussions of past, present, and future day care. Topics include day care program objectives, long-term planning and coordination, regulation, cost, and evaluation. Also explained are some of the concerns of the Office Development in terms of the planning, development, and evaluation of day care services in Illinois. It is stressed that the future of day care will be determined by availability of Federal, State, and local funds. (CS)

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U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

who cares?

DAY CARE

PS 006223

State of Illinois
DEPARTMENT OF CHILDREN AND FAMILY SERVICES

Dear Governor Walker:

In 1969 the Illinois General Assembly passed house bill 2028 and the bill was signed into law. the legislation gave the Illinois Department of Children and Family Services greater responsibility in the planning and coordination of day care services. this legislation also required that the department prepare an annual report on the status of day care in Illinois.

the purpose of this report is to describe the growth in day care service during 1972 and to also present information which has frustrated an even greater growth in day care during the year. It is hoped that this report will be useful to the state agencies and the citizens of the state of Illinois, but most of all to the children of Illinois for whom we want to provide a service which proves that we really do care.

Sincerely yours
Jerome B. Miller, D.S.W.
Director

Dedicated to All the
Citizens of Illinois

P.S. Children are citizens too!

Children Learn What They Live

If a child lives with criticism, he learns to condemn.

If a child lives with hostility, he learns to fight.

If a child lives with ridicule, he learns to be shy.

If a child lives with shame, he learns to feel guilty.

If a child lives with tolerance, he learns to be patient.

If a child lives with encouragement, he learns confidence.

If a child lives with praise, he learns to appreciate.

If a child lives with fairness, he learns justice.

If a child lives with security, he learns to have faith.

If a child lives with approval, he learns to like himself.

If a child lives with acceptance and friendship, he learns to find love in the world.

Dorothy Lou Nolte

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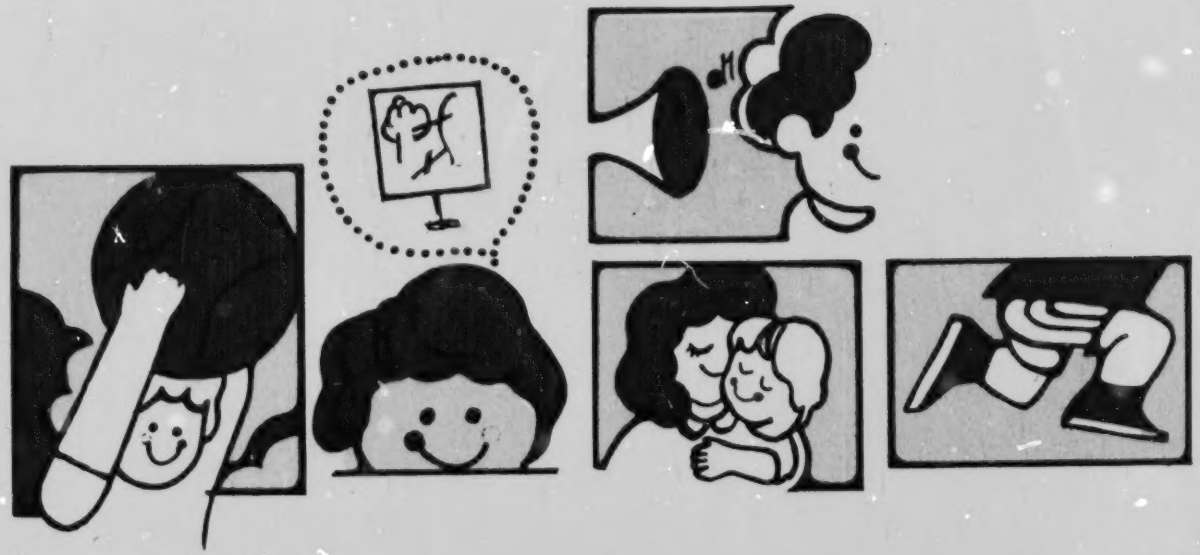
1 show and tell of day care



A child is a person—small but still an individual. By virtue of his "smallness," decisions regarding a child's welfare and upbringing must be made by others. However, because he is an individual, his needs must be considered and his environment geared to the satisfaction of those needs. They must not be overlooked merely because the child is incapable of fulfilling them for himself.

Childrearing would be so much easier if parenthood came complete with a guaranteed formula which would provide all the ingredients necessary for the proper growth and development of a child. Unfortunately, this type of "prescription" is not possible. Increasingly, both parents in a family group are forced to accept employment in order to maintain an acceptable living standard. One in ten Illinois families must rely on a single parent to support the household and also raise the children. In these cases supplemental services must be provided to care for the children during certain hours and to help them develop socially and intellectually throughout their formative years. This supportive alternative is day care.

The **raison d'etre** of a quality day care program is to provide all the services and experiences normally received during the day from a parent. In addition, that program should make it possible for a child to have experiences not always sufficiently present in the home. Specifically, then, day care should provide the following: the opportunity for parents and children to have some experiences apart from each other; peer group interaction; emotional, social and physical development under the guidance of trained personnel; enrichment to children's lives through structured and unstructured educational experiences, and the early development of a positive self-concept within an organized learning environment. It also should ensure that a child receive individual care, personal attention, affection, safety, and the fulfillment of his health and nutritional needs.

Modern child psychologists and educational researchers have enabled us to understand the vast complexity and multiplicity of a child's needs. Some of these must be filled in the home, while others can better be served in a well equipped day care facility. The strengthening of family relationships (parent and child) is one aspect of how day care really augments—rather than replaces—home life.

The importance of this supportive relationship has not received the attention it so obviously deserves. Children who have spent a portion of each day in a developmental child care program may be better prepared to enter elementary school and more prepared for life than they would be had they remained in the home without the benefit of similar opportunities for social development and educational growth. A great poet once wrote that ". . . the oak tree and the cypress grow not in each other's shadow." On the other hand, a vine must continually rely on another's support, for it cannot stand alone.

Let us review a day in the life of a hypothetical four-year-old child and then draw a comparison between day care and its alternatives.

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At 7:30 A.M. Sally Brown's mother awakens her to the start of another day. She helps Sally dress and they are off to the day care center. At 8:25 they arrive at the center. Sally's mother has to leave for her job (or training program, or volunteer position, or . . . etc.). Sally sits down with her friends for breakfast. The other children her age are providing Sally with her first experiences in socialization. They talk and laugh a lot. After breakfast Sally and some of her friends engage in supervised free play. Others decide to watch Sesame Street on television. Around 9:45 the children become involved in structured learning experiences. Today is a formal learning day where Sally has four 15-minute classes in language, math, reading, and independent activities. (The latter class involves a choice of puzzles, building objects, working with modeling clay, cutting, working with color, tying shoes, geometric shapes, flannel board activities, etc.)

On days for informal learning, Sally and her friends may participate in several of the following activities: arts and crafts, water play, movies (usually with popcorn they helped to prepare and serve), organized games, work puppets, or involvement in many of the other activities which might be scheduled for that day; such as, planting seeds, washing doll clothes, or baking cookies.

Following formal or informal learning (depending on the daily program), Sally washes up for lunch. Before she sits down to eat a nutritionally balanced hot lunch, she listens to music and dances with her friends. Afterward, she may participate in some type of indoor or outdoor play (depending on the weather). At 12:30 Sally prepares for her nap by brushing her teeth, folding her outer clothing and placing it under her cot. She then falls asleep until she is awakened at 2:45. She gets dressed, which involves practice in tying shoes, buttoning, zipping, and helping her friends. She also helps fold her blanket and sheet. Hungry again, Sally sits down to have an afternoon snack. Following snack time, Sally participates in free supervised play until 5:00, when her mother stops to take her home. In all her activities at the center, Sally has been encouraged to learn and interact at her own pace, to take responsibility commensurate with her abilities, and to receive supervision and positive reinforcement from trained child care personnel.

Mrs. Brown arrives and talks with the center staff for a few minutes while Sally says goodbye to her friends. As they head for home Sally and her mother talk about the things that each of them did during the day.

On the other hand, consider the child who spends his day at home with his mother or a babysitter. It would be extremely unusual to find a situation where the adult in the home spends a substantial portion of the day supervising a cognitive learning program for the child. Although the way his day at home is spent is affected by many factors (i.e., how busy the parent is, is the parent home, other children at home, types and number of toys at the child's disposal, etc.), it is still unlikely that his schedule will be designed with only the satisfaction of his needs and the development of his intelligence in mind. The child may watch television

the greater part of the day and perhaps quietly play by himself with a favorite toy. He may run errands with his mother or watch her clean the house. However, if the child has no friends his age to play with while at home, it is likely that he will have nothing to do before the day is over. All too often, the child is left completely to his own devices to keep himself occupied.

Sometimes, his imaginative capacity and desire for new experiences will actually result in discipline or some other negative response from a parent who has seen the result of the child's activities without understanding that he was merely attempting to interpret elements of a largely unknown environment. For this second child then, a day is a time of waiting, of sitting still or marking time in anticipation of things to come, of T.V. and discipline, rather than a period of exploration, experimentation, and supervised play and learning experiences.

In a world which is becoming ever more complex, we will need citizens who are as strong as the oak yet as flexible as the cypress. Doesn't Sally's daily experience indicate that she has a better chance to become this type of citizen? Since education, initiative, and the ability to work with groups of people will become increasingly more important, won't Sally's initial experiences give her an advantage in the world she will face as an adult? But even more basic than these questions, ask yourself which child is happier—Sally or the child who remains home all day?

The preschool child's life is still centered in his family, and the day care center is accordingly designed on a family pattern with teachers fulfilling a complicated role that includes many quasi-parental functions. A developmental day care center is a setting for learning with a curriculum and qualified professional staff. It offers the child opportunities to learn without making demands for achievement. Its program makes provisions for the child's brief attention span and consequently greater mobility. Its furnishings are scaled to the child's proportions and needs. However, day care with all its benefits cannot be truly developmental without the interaction and involvement of the parent. It is for this reason that developmental day care stresses the necessity for cooperation and communication with the child's parents. Parents receive information and counseling from the day care staff and become an integral part of the center's child development program.

If you have read this far, you probably will agree that day care does provide a vital service for today's families. Unfortunately, all day care facilities are not like the one which Sally attends, some are merely custodial in nature.

In reviewing the issue of developmental versus custodial child care we can note definitions from J. P. Chaplin's **Dictionary of Psychology**. He defines custodial care as "minimal institutional (out of home) care . . . without therapy (learning)," while suggesting that development is "the progressive and continuous change toward growth, maturation, or the appearance of fundamental patterns of . . . behavior." Then in extremely simplistic terms, the word **custodial**

implies a status quo existence, while **developmental** indicates positive outward gains. This does not mean that those individuals associated with custodial facilities do not care for their clients. Mere involvement shows they do care; just as all the citizens of Illinois care about all its children. However, caring is not enough. Day care programs of the developmental variety must be established to care for the children of all families in need of such services now and in the future. Custodial facilities must advance to include additional, developmental capabilities that can "help" the child rather than merely "keep" him.

Although discussion thus far has focused primarily on the preschool child, this by no means implies that day care is limited to children of that age group. Many facilities, acting in response to community needs, now offer care for both infants and school age children. Infant programs, which are equipped to serve children under the age of two, are governed by very stringent licensing regulations. In order to satisfy the infant's need for personal attention and constant supervision, the staff-child ratio must be lower than it is for preschool children. In addition, a registered nurse must be available to supervise the general care of the children and instruct other staff in the proper techniques required for their health and general welfare.

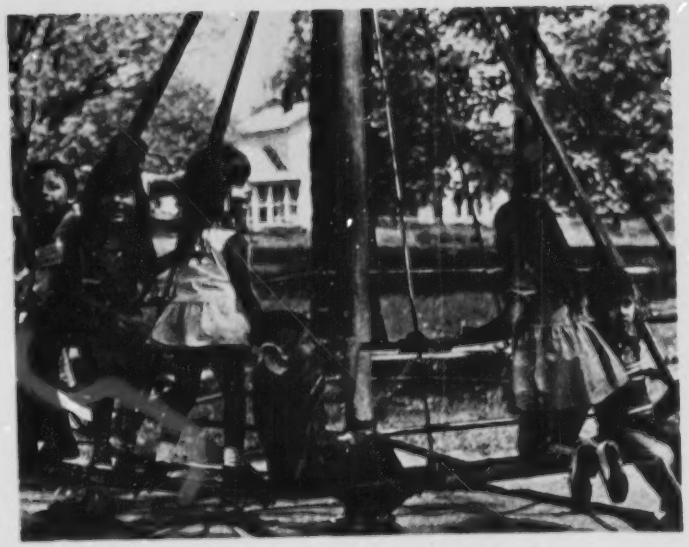
The other type of program mentioned provides care for "latch key" or school age children. These youngsters are in need of supervision during the hours preceding and following the time they are in school. For them, day care is a continuation of their already established educational experiences, but more important it is a guarantee that they will not have to wait in an empty house for their parents to return from work.

Day care in these two areas can be of great benefit to mothers who are working or involved in training programs. It often affords them the opportunity to utilize a single source of care for more than one child. Although the number of facilities with these types of expanded services does not yet meet the need, increased community awareness and effort should promote the availability of infant and school age care.

Increasingly, more of the individuals associated with developmental facilities are employed (or volunteer) because of their specialized backgrounds in early childhood development. Now that a greater number of colleges are offering programs in early childhood care, there will be more trained people available for work in these programs.

In this world of specialists, children need specialists too. Must parents who work be forced to relegate the care of their small children to those who are not equipped or who are not really concerned for their welfare? Must mothers who head households be forced to reject employment opportunities in order that they may care for their children's daily needs? And what about the children? To be alone and small in a world of big people can indeed be lonely—can anyone ever really outgrow a lonely childhood?

— Where a child has the opportunity to learn the fundamentals of co-existence.



— Where a child has the use of large equipment which would be impossible for most families to provide.

day care is a place

— Where a child finds that learning can be fun.

— Where a child has lots of space for running and laughing without complaints.

—Where a child can be weaned from an over-attachment to his mother, by providing short stretches of time away from home.

—Where a child is under the direction of a teacher trained to satisfy his need for physical and emotional closeness.

—Where a child can learn to stand on his own two feet under safe conditions.

—Where a child has the company of other young children.

In an overview of day care development in Illinois it is important to consider the value of experience. For without learning from the past, there can be neither a clear understanding of the present nor a workable foundation for the future. The same forces and concerns that have shaped the fabric of day care during recent decades will, in some recast form, continue to influence the making of policy in the years to come. It is hoped that a review of past trends and research in day care will provide a better awareness of the critical issues involved, and serve as a stimulus for increased concern for the care of Illinois' "junior citizens."

Although day care has been an alternative form of child care since the turn of the century, actual growth and expansion of the concept did not occur until recent years. Prior to World War II, general knowledge of day care was indeed limited. However, with the outbreak of the war, child care services became a necessity rather than a convenience. Women who previously fulfilled their roles in the home were sought to replace the jobs vacated by men who joined the armed services. Day care, like the female labor force, became an emergency measure created to meet the needs of the time. Unfortunately, when the crisis passed, general acceptance of the idea did not remain. Funds were withdrawn, facilities were closed and the day care concept nearly reverted to its pre-World War II status.

Although the 1940's did not provide the impetus for widespread acceptance of day care, it did mark the beginning of gradual yet significant change. In large part this can be attributed to the fact that many women came to enjoy the independence achieved through employment, and remained a part of the occupational world. During the fifties increasingly more women recognized the value of career opportunities and joined the ranks of the working mainstream. Again, the need for day care services steadily expanded and facilities to supply that need were in demand.

Rapid significant changes, however, did not really materialize until the mid 1960's when President Johnson announced plans for "The Great Society." It was his goal to break the poverty cycle by initiating developmental child care programs. The institution of this effort occurred in 1964, with the creation of the Head Start legislation. This was a substantial economic involvement of the Federal Government in early childhood education.

In addition to Head Start, many day care programs were made possible through Federal funding allocations. This Federal participation not only stimulated popular acceptance but it served as a catalyst for private enterprise involvement, as well.

In the latter part of the decade, the conception of day care emerged as a necessary auxiliary service to welfare recipients who wished to seek training and subsequent employment.

It is a natural, however questionable, conclusion that the decade of the seventies will bring even greater support and growth for day care services. Although the need continues to increase,

—I hope our children enjoy their Day Care centers as much as we did!

there is an ambivalence which seems to prevail. Perhaps, this is caused by a confusion of values which is characteristic of the era of the seventies. Many people now view day care as a threat, and fear that it may lead to a disruption of the nuclear family. However, it must be understood that if developmental day care is such a threat then so too is education. Perhaps any experience which prepares a child for the responsibilities of eventual adulthood must ultimately threaten his ties to home and family life.

A further conflict arises from a misinterpretation in semantics. Whereas the idea of "nursery school" has long been accepted as a desirable preschool experience, developmental day care continues to be challenged. This is unfortunate because, in effect, they are motivated by the same principle.

All too often day care is associated with a service designed exclusively for welfare recipients. On the basis of this misunderstanding, many people reject the concept of day care as a viable means of early childhood education. This fallacy has perhaps been promulgated by governmental emphasis on the reduction of welfare rolls through the provision of day care services. Lastly, the value of day care has been questioned due to the absence of significant research which would substantiate its benefits. Actually, because this issue was not raised among educational and social researchers until day care became a potentially important societal goal, this type of analysis has just recently been undertaken.

The growth of day care in Illinois since 1964 has brought about the need for much planning, regulation, and policy making to ensure that the State will develop a day care program that can efficiently and effectively provide for the children who will be served by it. Since November 1971, four significant day care advisory bodies have been convened to consider the directions of day care in Illinois. The recommendations emerging from these groups represent significant contributions to planning and policy design for the future. Therefore, the salient issues and recommendations from these advisory meetings will be reviewed here.

GOVERNOR'S WORKING CONFERENCE ON DAY CARE

The Governor's Working Conference on Day Care was held in November 1971. The conference addressed itself to the reaffirmation of a day care system responsive to the needs of the people of Illinois. Its purpose was to provide a forum for informed and concerned citizens to make known their opinions and feelings.

The two-day conference was comprised of various workshops concentrating on relevant issues of the current day care scene. Edward Weaver, then Acting Director of the Department of Children and Family Services, suggested that attention be focused on the following recommendations from the 1970 Illinois White House Conference on Children and Youth.

1. Development of day care resources should, to the extent possible, follow a pattern of **day care service centers** which provide a full range of services, in-

cluding a variety of arrangements of family day care and group day care, so that an appropriate choice of care is possible for children from infancy to age 12.

2. A range of family services must be available to parents and children who require day care, and day care should be one of the alternatives to full time foster care or institutionalization.
3. Parents of children receiving day care services should be involved in the development, implementation, and evaluation of the service plans for their children. Parents should participate in making policy related to the operation of the service.
4. There should be public information programs to publicize the great need for day care services which are unmet and interpretation on a continuing basis of the potential long term implications of failure to meet those needs.
5. Licensing services of the Department of Children and Family Services should be strengthened, particularly with adequate numbers of qualified personnel, in order to assure uniform, continuing, and vigorous application of licensing standards.
6. States' attorneys must discharge their responsibility for prosecuting violators of the licensing law.

Weaver then raised the following questions which are yet to be fully answered:

a) What kind of planning design or formula is most useful for day care planning?
b) What model of coordination is most effective at both a local and statewide level?
c) Should the funding and delivery of state administered day care programs be centralized in one department of state government?
d) How can one make the licensing or regulation process one of development, rather than one limited to setting restrictions which exist in many varied local ordinances and perhaps to some degree in the State standards?
e) What are the guideposts for determining how much a quality program should cost?
f) Should there be a limit on the amount the State should pay for each child?
g) How does one evaluate and who should do the evaluation of day care programs?

It was further noted that the Illinois White House Conference recommended that day care services should be divorced completely from the welfare system; that the Federal Government should bear most of the fiscal responsibility for day care; that all children should be provided the opportunity to receive quality day care services; and that the educational structure should be reorganized to take advantage of the increased knowledge about the early development of children and their learning processes.

Dr. Maria Piers, Dean, Erickson Institute for Early Education indicated that day care advocacy must be predicated **only** on the basis of quality programs and facilities. Implicit in this qualitative program is the necessity for a sufficient number of trained person-

nel, as well as, a dual focus, which includes the parent. The involvement of parents in a day care program fosters the growth of children through increased interchange with the child and, through participation, the parent learns and thereby will be more effective as the child's teacher. The provision of quality services will ensure that day care actually increases the human potential of our society rather than acting merely as a "holding agency" for small children.

A substantial portion of the Working Conference on Day Care was devoted to forum discussions or workshops concerning the several broad areas of programmatic day care in Illinois. Scholarly papers were presented prior to open group participation and each workshop resulted in the formulation of recommendations for the improvement of day care policy and implementation. Because these discussions are important in serving as a basis for future decision making, it is appropriate that they be summarized at some length in this report. Such summary provides a relatively concise theoretical foundation that reflects the thinking of qualified professionals, governmental administrators, and the individual citizens of Illinois.

THE OBJECTIVES OF DAY CARE

In his paper, "Objectives of Day Care: Child Enrichment", Dr. Joseph Braga, University of Illinois, incorporated the position of Dr. Piers and the concern that day care must be more than the means to a purely economic end. His principal conclusion was that day care must have as its prime objective the education and development of young children and not the reduction of welfare costs. A number of recognized research studies were cited to substantiate the belief that a child's early environment is critical to his growth and development. Based on this evidence, Dr. Braga proposed that the goals of day care should be that of providing appropriate kinds of experiences, materials and opportunities for exploration and interaction at appropriate times in order to optimize and facilitate each child's development.

Dr. Audrey Smith of the University of Chicago warned the conference that an emphasis on the welfare problem rather than the children themselves would be morally wrong. We must consider the impracticality and injustice of using economic leverage to force welfare mothers to give up the privilege of rearing their children. However, Dr. Smith feels that there is a definite need for publicly supported facilities for mothers who want to seek job training and work.

In her paper, "Freeing Mothers to Work," Ms. Mary Ann Stuart stated that one of the goals of the National Organization for Women is the development of universally available, publicly supported, developmental child care. She disputed the claim that childrearing is the responsibility of the mother and cited the fact that women comprise 43% of a National labor force which includes 11.6 million working mothers, most of whom are employed out of economic necessity. Ms. Stuart advocated the provision of day care facilities for all who wish to use them, and maintained that such centers should be developed solely for the benefit of children. She also indicated that parents

must be given an active role in the development and operation of the center, and that males should assume an equal role in day care programs.

A result of the foregoing discussion was the formulation of three recommendations.

1) Quality day care, as an option, should be provided for all children. Quality day care should be available to all families without regard to, or as a condition of, parents receiving public assistance and free from a work participation or training requirement.
2) In order to insure quality day care, high priority must be given to effective staff training and development, curriculum development, research, demonstration and evaluation, parent and community participation, and supportive services.
3) Public funds should be provided to both public and private day care centers on an ongoing basis in the form of loans, grants, etc. Funds should also be available to parents to purchase day care.

LONG-TERM PLANNING AND COORDINATION

A primary concern of the conference participants was the problem of coordination. It was suggested that the coordination of day care implies the efficient use of resources (especially the elimination of duplication of effort) and the coverage of unmet needs. The participants agreed that systematic planning could not be accomplished without effective coordination. As a result of their discussion, the following recommendations were made:

1. The Department of Children and Family Services should be held responsible for carrying out its legislative mandate and for providing necessary funds and resources to do so effectively. To accomplish this, a new Division of Early Childhood Development under DCFS is recommended. This new division would:
   A. establish aggressive community education programs to broaden citizen understanding of the value of early childhood education and its importance in the detection and/or prevention of learning disabilities in children;
   B. coordinate all child care services throughout the State;
   C. coordinate health and special education services;
   D. develop curriculum in the field of early childhood education in conjunction with OSPI;
   E. administer accreditation and certification;
   F. provide regional consultation service and in-service training programs and workshops; and
   G. provide aggressive outreach into the community using management assistants to take technical assistance to the centers.
2. A Child Advocacy Program should be established with the following objectives:
   A. wide dissemination of long-range plans under consideration, especially to day care centers and community organizations;
   B. development of day care assemblies involving wide representation from centers, parents and involved persons to insure that they have a voice; and

C. the encouragement of uniform standards throughout the State through the Department of Children and Family Services which should have the power of enforcement in those areas where licensing regulations or standards seem arbitrary and capricious.

3. The promotion of the 4-C concept; i.e., joint policy planning which relates local level coordination to state level coordination.
4. Staff training should be an ongoing part of long-range planning, using community residents as much as possible for responsible positions.

REGULATION OF DAY CARE

Another area for discussion was introduced by Karen Hapgood of the American Society of Planning Officials. She presented an overview of the model Licensing Codes as formulated by the six Health, Education and Welfare task forces. Consideration was given to the licensing practices of each of the 50 States prior to development of these codes. The current licensing practices demonstrated that no two states utilize the same licensing regulations. This lack of continuity serves as an impediment to effective regulatory functions at all levels of government.

The participants expressed the need for placing emphasis on the good of the child, i.e. do regulations reflect the child's needs? Is present funding being used directly for child development? Other areas of concern were parent involvement with respect to development of standards, and communication between parents, agencies, and licensing representatives.

The workshop concluded with specific recommendations in six major sub-areas.

1. Red-Tape Syndrome
   There is need for the coordination of the regulatory functions among the Federal, State and local agencies.
   A. There should be consistency in the regulations and policies of these agencies as they apply to day care centers in order that there shall not be conflicting or overlapping requirements.
   B. Codes which are outdated and exclusionary should be updated so that they do not impede the development of day care centers. The was in particular reference to zoning and building codes.
2. Development of Standards
   A. There should be objectivity in their development.
   B. Provision for consistencies in their application.
   C. Flexibility should be possible in meeting special situations through provision of administrative waivers and/or exemptions to avoid paternalism.
   D. Provisional permits at the developmental stage of a facility should be provided by local authorities as well as the State.
3. Monitoring—Inspection
   A. The concept of state/local duality should not be preemptory or exclusionary.
   B. Resolution of the state/local duality should be accom-

plished through a working administrative agreement between the governmental units.

C. Locally, one city day care agency should assume responsibility for the multiplicity of city departments.

D. Linkage between state/city departments for inspection and monitoring should be sought.

E. A revocation procedure should be developed with a formalized consultation procedure established, but including provision for quick revocation when necessary.

F. A better definition of accountability should be agreed upon between the licensing agencies.

4. The Mechanics of Starting a Day Care Center
   A. The State and city are obligated to take leadership.
   B. A clearing house for existing information should be established with:
      1.) Specific information on funding, program, and staffing.
      2.) A handbook or manual, updated annually, including a checklist for operators' guidance.
   C. There should be wide dissemination of the information.
5. Community Participation
   A. Prior to the development of standards and regulations, consultations from parents, day care center operators and other representatives of the community should be sought.
   B. During the operational stage of centers, parent advisory groups should be developed.
   C. There should be a clear definition of the relationship between parents' advisory groups and agencies.
6. Future Evaluation of Standards & Regulations
   A. Seek to include those standards offering the broadest growth potential.
   B. Use experience, change and new initiatives to upgrade services.
   C. Institute a series of community assemblies including parents, operators, and other community representatives.

COSTS OF DAY CARE

In a paper presented before the conference entitled, "Costs of Day Care, Implications for Public Policy," Dr. Blanche Bernstein focused on three essential issues; funds available for day care, costs of "quality" day care, and costs of the various components of day care. Also noted, was the fact that staff costs account for 75-90% of the total program costs. Therefore, it is evident that total costs will vary in proportion to the staff and child ratio established for any given center.

Pursuant to discussion of this material, the following recommendations were proposed:

1. The State should promote adequate cost accounting in day care programs and publish cost data for various types of day care services.
2. The State should promote the development of models of costs for day care showing the cost of individual components necessary for quality child development programs.
3. The State should make funds available for conducting cost effectiveness studies in the field of day care.
4. The State should make funds available to meet capital costs as opposed to only providing operational funds.
5. Recognizing that coordination of day care programs is not satisfactory, the State should give urgent attention to the elimination of duplicate, and therefore costly, administrative structures so that the savings can be directed to the expansion of day care services.
6. Recognizing the inadequacy of resources, public and private, presently committed to child care, the State should promote the expansion of existing resources for child care and recognize that government at all levels has the obligation to assure that quality child care services are available on a feasible basis to all who seek them.

EVALUATION OF DAY CARE PERFORMANCE

The area of evaluation is one in which there are many complex issues and not a great deal of agreement. Jacqueline Anderson and Sally Kilmer, members of the Day Care Policy Studies Group of the Institute for Interdisciplinary Studies, outlined many of these problems in a joint statement presented to the conference. They described evaluation as a two part process: the examination of day care as an efficient mechanism for meeting desired societal objectives, e.g., child development or employment goals; and the determination of the relative efficiency of specific day care operations. Thus, evaluation must be concerned with the formulation of realistic objectives, the measurement of progress toward predesignated goals, comparisons with alternative means of accomplishing these desirable ends, and the objective analysis of actual child care operations. In these latter evaluation activities there often exists a lack of definitive boundaries between the evaluation and whatever is being evaluated.

This issue was further developed by Sylvia Cotton, President of the Day Care Crisis Council of the Chicago Area. In her paper, "The Role of Parents and Community in Evaluation," Ms. Cotton discussed the need for parent and community input into the determination of the criteria for evaluation.

There were some additional issues raised at this workshop which were not resolved; these included: achieving

objectivity in evaluation, determining accountability for program quality and achieving effective parent participation.

Subsequent to examination of these salient issues, the following recommendations were formulated:

1. That the performance of day care programs be evaluated relative to the opportunity for optimum early childhood development regardless of whether those day care programs do or do not reduce welfare rolls.
2. That a day care program performance evaluation team include representatives of the parents and the communities served as well as representatives of funding sources, delegate agencies, boards and/or staff, and licensing authorities.
3. That the following criteria be among those primary considerations included in evaluating day care performance:
   A. Health of the children.
   B. Quality of the child's day to day experience.
   C. Satisfaction of the parents.
   D. Satisfaction of the staff.
   E. Level of program compliance with legislative intent.
   F. Effect of day care center on community satisfaction and growth.
4. That the Department of Children and Family Services initiate a system of differential licensing of day care programs which identifies early childhood development services as distinctly different levels of day care programs.

It is clear from the remarks of the day care experts that they share a common belief in the need for separation of day care and welfare roll reduction. It was also recognized that the primary contribution of the conference lay in the commonalty of purpose manifested by each of the participants. This conclusion is best supported by Donald Simpson, then Regional Commissioner, Social and Rehabilitation Service, United State's Department of Health, Education and Welfare in his statement before the Working Conference.

"In conclusion, I would like to suggest that day care is more than a building, more than a single service; it should provide children with intellectual stimulation, medical and nutritional care, and emotional development in a living environment with maximum possible parent involvement in order to benefit both the child and his family. The preschool years are the most important for the development of future intellectual abilities; psychologist Benjamin Bloom found that up to half of a child's potential for general intelligence and intellectual growth were formed in the first four years of life. We cannot ignore this fact as we create day care services to meet the ever-growing need.

"Day Care has become fashionable for many people for many reasons. We should want day care to free mothers to work, to help people get off welfare and

to help liberate women, but most of all we should want day care because of what it will do for children. This means quality child enrichment and development services which are not easily developed and which are very expensive. I believe that the benefits enormously exceed the costs, however, for as Dr. Urie Bronfrenbrenner, a child psychologist at Cornell University has so eloquently written:

" 'If the children and youth of a nation are afforded opportunity to develop their capacities to the fullest, if they are given the knowledge to understand the world and the wisdom to change it, then the prospects for the future are bright. In contrast, a society which neglects its children, however well it may function in other respects, risks eventual disorganization and demise.' "

The proceedings of the Governor's Working Conference on Day Care were printed and are available upon request, by the Department of Children and Family Services, 524 South Second Street, Springfield, Illinois 62706.

THE WORKING COMMITTEE ON DAY CARE

The Working Committee on Day Care began its research on day care in Illinois in April 1972. The impetus for the creation of this committee was derived from the independent initiative of the governor's office, with full cooperation of the involved state agencies. The members of the committee were drawn from a variety of state agencies in an effort to achieve a truly coordinated and complete study. The participants who contributed to this effort were:

Ms. Katherine Busse, Supvr. Recipient Placement Section, Illinois Department of Public Aid

Ms. Margaret Schilling, Assistant Program Policy Advisor for Children and Adolescent Services, Illinois Department of Mental Health

Ms. Elizabeth Smith, Program Analyst, Committee Chairman, Illinois Bureau of the Budget

Dr. Robert Cohen, Chief of Medichek Program, Illinois Department of Public Health

Robert Eskin, Budget Analyst, Illinois Bureau of the Budget

Ms. Ellen Flaum, Program Planner, Illinois Institute for Social Policy

Alfred Gannon, Early Childhood Development Coordinator, Governor's Office of Human Resources

Richard Hamilton, Social Services Planning Unit, Illinois Department of Children and Family Services

Dr. Gerald Kissin, Program Policy Advisor for Children and Adolescent Services, Illinois Department of Mental Health

Dr. Donna Rudolph, Director of Curriculm Development Section, Office of the Superintendent of Public Instruction

Ms. Margaret Strodtz, Employment Service Program Coordinator, Ilinois Bureau of Employment Security

Thomas Villiger, Administrator, Office of Community Development, Illinois Department of Children and Family Services

It was the charge of the committee to address itself to specific issues which have continually proven difficult in the development of the State's comprehensive day care program, and propose means by which these might be resolved. The study centered around seven problem areas: coordination, funding, licensing, experimental programs, citizen participation, day care rates, and program content.

Although the Committee often felt a need to expand the definition of its task, the members recognized the necessity of directing their attention to the solution of immediate problems. The committee realized that Illinois has yet to establish the planning capabilities needed constantly to assess the present and determine what should be attempted in the future. However, due to constantly changing Federal funding sources and priorities, it is extremely difficult to implement effective planning techniques. Furthermore, the very definition of day care is a constantly changing factor which directly affects planning.

While the committee acknowledged the progress Illinois has made in the area of coordination, its findings underscore the necessity for continued efforts in this direction. Further committee emphasis is placed upon the need for monitoring and evaluation of day care programs. Finally, the committee has addressed the problem of insufficient statistical information in a number of areas—from cost data on present programs to data identifying unmet needs.

The committee has succinctly capsulized the findings of its research into thirty recommendations which were presented to the Governor's office and the directors of the involved agencies. Although the study was completed in December 1972, the committee remains very much concerned with plans for implementation of its proposals. The following are the recommendations made by the Working Committee.

I. Coordination of Day Care Services Provided to the Welfare Population in Illinois
   1. In order to further coordinate day care services at the State level, eliminate administrative duplication, promote the delivery of day care services to groups on an economically integrated basis, coordinate the delivery of day care with other family services, and

guarantee welfare recipients effective access to day care services, the Illinois Department of Children and Family Services should assume present Department of Public Aid responsibiliities for providing day care services to public aid recipients.

2. Day care services should be provided to public aid and other low income families by teams of Department of Children and Family Services personnel. These teams should consist of a licensing representative, community development representative, social worker, and community outreach worker. These teams should also provide technical assistance to day care providers.
3. Day care technical assistance teams should provide services through district public aid offices until alternative arrangements can be made.
4. This revised delivery system should first be initiated on a trial basis in selected areas.
5. A special day care informational campaign for the low income population should be undertaken by State agencies and the Illinois 4-C Committee.
6. The State should develop methods of improving its ability to account for how its day care dollars are being spent.
7. A day care "needs and user survey" of the public assistance population should be undertaken at once. The survey should provide a variety of needed information including: type of care being purchased, reasons for purchase, number of children served, amounts paid for care, number of persons who desire but cannot find care.

II. Funding Priorities

8. The State should provide day care (or day treatment) to specific groups of children in the following priority order:
   1.) Unprotected child—This results from the forced absence of one or both parents due to the need to work or severe incapacity.
   2.) Physically Abused Child—In some cases where a child is physically harmed by the family, it is determined that the child can live at home but should receive quality care part of the day while the family receives treatment for their problems.
   3.) Emotionally Disturbed Child—A child with significant emotional problems may need treatment to assist him and his family with these problems. Day care here is thus replaced with skilled day treatment.
   4.) Mentally Retarded Child—

A child with retarded mental functioning can benefit from day care in adapting to a productive and satisfying life style.

5.) Physically Handicapped Child—Day care can be a resource to help a child with severe visual, hearing or bodily handicaps in habilitation and adjustment to a productive and satisfying life style.

6.) Child Development—Day care can provide a more structured developmental program than the family can provide at home. This type of day care serves as a supplemental family and public educational service.

7.) Relief for Parents—Day care can aid in situations where parents need some part-day relief from caring for the child. This form of day care can serve to help prevent some of the problems mentioned above.

8.) Voluntary Parental Absence—Day care may be needed where parents desire to work or seek education. These are situations where the essential elements of a family's economy do not depend on this absence.

9. The State should at a minimum be serving all children qualifying as "unprotected" whose parents cannot afford to purchase this care.

10. Purchase of service should be the preferred State funding mechanism for providing day care services. Other mechanisms should be used only in select situations.

III. Licensing

11. The Department of Children and Family Services should undertake with the Office of the Attorney General and its own legal counsel, a close examination of its licensing and revocation powers under current State law. Based on their findings, material outlining the legal authority and restraints of the Department should be prepared and a series of staff meetings should be held to discuss the material, to clarify any staff questions regarding the options open to them to take action, and to evaluate the efficiency of current practices.

12. The Department of Children and Family Services should review the multiple functions and increasing responsibilities of its licensing personnel in order to determine if a clearer and more efficient allocation of manpower and resources might be developed. This review should result in changes in organiza-

tional structure directed toward a technical assistance team approach.

13. The Department of Children and Family Services should investigate the constitutional and legal questions which would be involved if the State were to assume leadership in setting fire, sanitation, building, etc. standards which localities would be required to apply in the inspection and licensing of day care centers and homes.
14. The Department of Children and Family Services should give serious consideration to changing the current system of day care home regulation to a form of registration and certification.
15. The Department of Children and Family Services should institute an automated data collection and retrieval system for its day care operations which would integrate information from its licensing, funding and technical assistance function to provide a more accurate and current picture of all types of day care resources, their utilization and the populations they serve.

IV. Experimental Programs

16. The State should facilitate the establishment of experimental (or demonstration) day care programs in Illinois, should fund them only in select situations, but should not directly operate experimental efforts.
17. Valuable information can be obtained from the everyday operations of centers funded by the State—information that does not have to be drawn from an "experimental" setting. To benefit from this information the State should institute a major program of monitoring and evaluation of all programs presently funded by the State.
18. The Department of Children and Family Services should divest itself of direct operational responsibilities for the Woodlawn Early Childhood Development Center and the Lawndale day care programs. Both programs should be thoroughly evaluated before alternative means of operation and program format are finalized.
19. While ideas for experimentation and demonstration projects should generally be initiated by persons outside of government, the State should give further consideration to supporting day care demonstrations in the following areas: school-centered, child development oriented, day care programs; day care as

treatment for abused and neglected children and their parents; registration of day care homes.

V. Citizen Participation

20. Community Coordinated Child Care (4-C) committees should be promoted in Illinois as a viable form of citizen participation in the day care area and should emphasize the planning and coordination of day care programs at the **local** level.
21. The State 4-C Committee should function primarily as an "advocacy" and "citizens" group. It should place major emphasis on assuring that parent participation is a component of all day care programs in Illinois.
22. The State 4-C should relate directly to the Director of the Illinois Department of Children and Family Services and should be formally recognized by the Governor. Committee recommendations during formulation of the day care budget should be required.
23. Each local 4-C committee should receive automatic membership on the State 4-C Committee. The membership section of the State 4-C by-laws should be reassessed to add clarity to selection methods.
24. The State 4-C Committee, in conjunction with State agencies, should undertake a major informational campaign to inform citizens of all State day care programs.
25. The State should study the feasibility of involving the State 4-C Committee in services other than day care.

VI. Rates

26. Before the State can develop needed resources, determine rates to be paid for these resources, and budget for these services accordingly, the State should undertake a statewide needs study which addresses the amount and type of day care in demand by the population.
27. The State should develop a standardized rate system for purchasing care from day care centers. An inter-agency task force should be set up to develop this system and should consist of, at a minimum, the Department of Children and Family Services, Bureau of the Budget and Office of Health Economics, with the possible addition of the Departments of Public Aid, Mental Health and Office of the Superintendent of Public Instruction, depending on the scope of the study.
28. The State should coordinate payment systems and agency procedures as part of its overall effort to coordinate the administration of all day care programs.

29. Design of a uniform rate system should give consideration to a number of critical issues, among them, make State funding available to proprietary centers, providing for renovation costs within the rate structure, allowing fixed advance payments tc centers, and purchasing individual slots for children rather than sponsoring blocks of slots in specific locations.

VII. Program Content

30. The State should publish a technical assistance manual to help individuals and groups design a quality day care program and to serve as a tool for ongoing evaluation. This information should include the following components of a day care program: education, health, nutrition, recreation, transportation, and social services, as they relate to the following factors: the child, family, program or facility, community, and funding source.

SECOND NATIONAL CONFERENCE ON INDUSTRY AND DAY CARE

For years, a controversy has raged concerning industry's social responsibility. Experts are divided as to whether or not private enterprise should involve itself with social problems. Even those who agree on involvement in theory, often differ on the degree of involvement in actual practice.

On one social issue, that of child care, the Urban Research Corporation, by sponsoring the Second National Conference on Industry and Day Care, March 8-10, 1972, brought together many constituencies to discuss a wide variety of problems, achievements, and plans. This conference, which was held at the center for Continuing Education —University of Chicago, was a follow-up to the First National Conference on Industry and Day Care held in 1970. The purpose of the conference was to emphasize again the new and imaginative ways in which industry could take part in day care programs. It was specifically directed toward those people in industry who wanted to learn about all aspects of industry-related day care. Also invited to attend were people from community groups and child care agencies who wanted to learn how they could work together with industry to provide better day care services.

Many modes of presentation were utilized at the conference including film and slide shows, panel discussions, question and answer sessions, formal presentations, and both large and small group workshops. In addition to reviewing some of the latest philosophical and psychological concepts of early childhood development, including materials and environments, the sessions were concerned with the following topics:

1) What can be learned from experience—five effective programs
2) Exploring industry—community partnerships

3) How much does good day care have to cost?
4) Day care research
5) Quality and evaluation: What does good day care consist of and how can it be measured?
6) Putting together the funding package

Noted below are some of the suggestions and possible ramifications of positive action made by members of the conference:

1) Industry could influence legislation and support political activities of community organizations which are directed toward day care services.
2) This would facilitate less direct federal involvement and more reliance on the private sector.
3) One off-shoot of this action would be a closer compliance with the intent of equal opportunity legislation for women.
4) Another advantageous side effect for industry would be the availability of additional man-woman-power.
5) Industry's influence could also be directed toward other funding sources, such as United Fund, so that day care might receive a higher priority.

One general conclusion reached by the conference members was that industry should consider carefully the decision to establish new centers since the creation of new facilities has usually proven to be a costly alternative. Instead, it was recommended that industry exercise the following options:

1) Subsidize the employee directly. This allows a parent to choose the facility for child care.
2) Purchase service in existing facilities.
3) Financially support the community's day care program.

A book entitled **Industry and Day Care II** which contains major presentations, papers, and a more complete summary of the Conference will be published soon by the Urban Research Corporation.

LABOR/CHILD CARE CONFERENCE

On October 7, 1972 nearly 200 people representing 33 Labor Unions and union affiliated organizations and 28 public and private agencies met to confer on Labor's stake in child care. Perhaps, one of the primary reasons for Labor's interest in day care is due to the fact that one out of three children under the age of six has a working mother and, therefore, needs an alternative form of care. The conference was initiated by the Day Care Crisis Council of the Chicago area in cooperation with the Chicago Federation of Labor and Industrial Union Council, AFL-CIO; and the following summary was taken from the printed proceedings of the conference.

The focus of the conference was directed toward the determination of answers to the following questions.

1. What is Labor's stake in child care centers?
2. How would you plan a day care center for your union?
3. What cost would be involved?
4. What type of facilities are needed?
5. What funds are available from

government and other sources?
6. What are the licensing requirements?
7. What are the possibilities for negotiating contracts providing for joint company/union sponsorship of day care centers in plants?
8. What are some alternative ways unions can be involved in promoting child care?

The format for discussion was achieved by means of workshops, whose participants addressed themselves to the formulation of recommenations to Labor. A paper prepared by the Day Care Crisis Council of Chicago listed suggestions for union action to promote quality child care services. Since the conference adopted most, if not all, of these suggestions they are reproduced below in their entirety.

1. Every local union should consider setting up a child care committee to:
   1) Cooperate with local community groups or city-wide agencies interested in setting up day care centers.
   2) Contribute space and/or personnel to help set up a child care facility.
   3) Help educate the membership to understand what quality child care means and why and when it is needed.
   4) Help members locate child care services for their children, maintain a list of approved centers, including location of special services for handicapped children.
   5) Counsel members on tax deductions and other possible sources of financial assistance for child care.
   6) Develop materials for the union bargaining committee in support of contract proposals for child care.
   7) Support programs for decent working conditions for staff in day care centers. This is necessary not only as a matter of good trade union principle, but also to assure high quality care for the children.
2. Unions should consider collective bargaining proposals for management payments into jointly administered day care funds to meet the child care needs of their members.

   The joint committee administering such funds would decide on the best use of the fund. The following might be among the alternatives:
   1) Establish a child care center in or near the plant.
   2) Assist in the establishment of child care centers in communities where substantial numbers of members live.
   3) Assist individual members in locating child care facilities suited to their needs. Possibly maintain an approved list of facilities, including those providing special services.

4) Pay part or all of fees of members using such child care facilities.
5) Help promote public understanding of the need for quality child care.

3. Unions and industry can join in pressing for legislation which would provide for government contributions to encourage and provide an incentive for the establishment of jointly administered labor-management day care funds. Such contributions could be made on a matching basis on a variety of possible formulas.

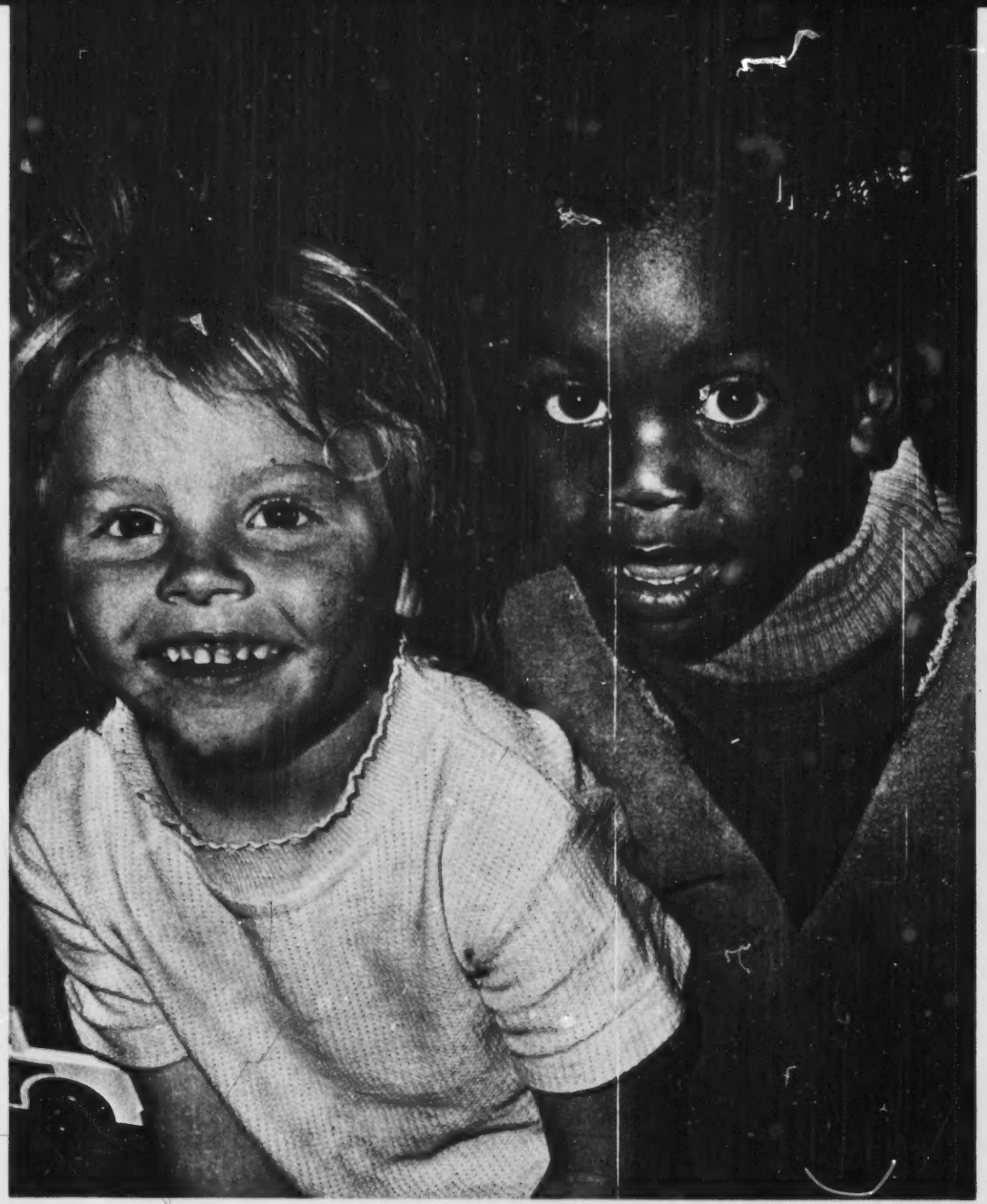
EXAMPLES OF POSSIBLE GOVERNMENT FUNDING FORMULAS

1) Equal three-way participation can meet the costs of day care services:
   1/3 from jointly administered labor-management fund
   1/3 from fees paid by users
   1/3 from government (this might require new legislation)
2) Funds from Title IVA of the Social Security Act might be made directly available to jointly administered labor-management day care operations which service eligible families. Title IVA permits federal matching on a three-to-one basis. The Illinois State Plan for administering Title IVA funds could be amended through executive action to allow such usage.

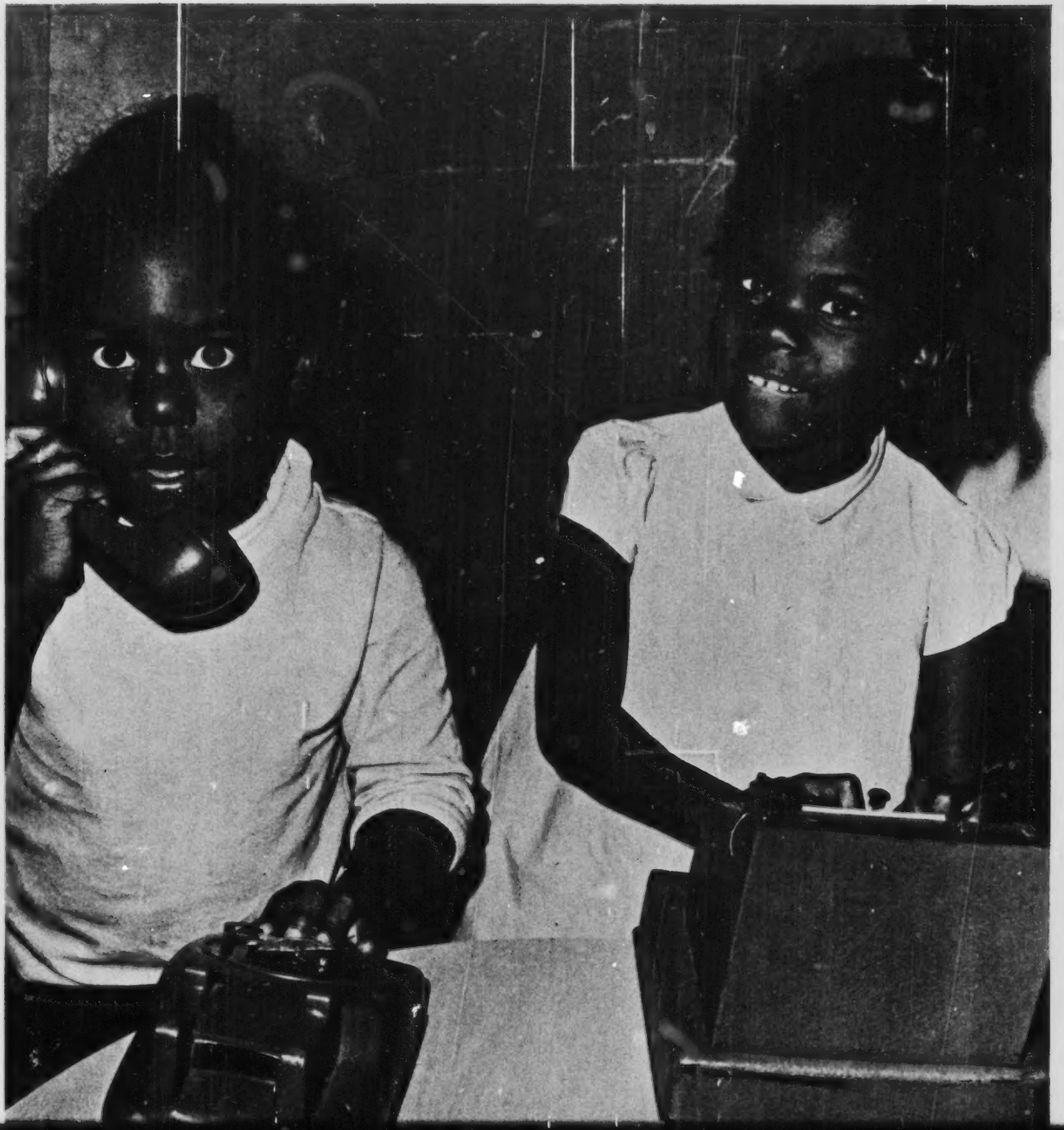
The Department of Children and Family Services recognizes its responsibility to receive and carefully consider the recommendations of day care organizations and interested citizens before formulating the policies and programs which will help determine the future of day care in Illinois. Too often in the past, budgetary plans have resulted primarily from monetary considerations, thereby failing to reflect the need for new priorities that has been clearly indicated at the local level.

The sections of this report which follow examine the present status of day care programming in the State and indicate something about Departmental priorities and future directions. An attempt has been made to examine every important component of the Illinois day care effort and to discuss the recommendations which were formally submitted; the reader should be cognizant of this as he proceeds further.

day care present



Day Care is a place where children learn to love before they learn to hate.



"I'm sorry Mrs. Smith, but Title IV A money is only available for eligible children."

The provision of day care services in Illinois is the shared responsibility of Federal, State and local agencies, as well as involvement of the private sector. The Department of Children and Family Services is mandated to coordinate statewide planning and implementation of day care activities in accordance with legislation enacted by the 76th General Assembly. In order that programs for children be administered efficiently, and that the quality of service be maximized, it is essential that some agency assume the primary responsibility for all the varied activities that affect child care and supportive services for community families. The Department has become involved in all aspects of child care in the State, and is in a position to report on the wide range of governmental and private programs which comprise the structure of day care in Illinois.

The sections of the Department of Children and Family Services which are primarily responsible for the provision of day care services are the Office of Community Development and the Division of Child Welfare.

OFFICE OF COMMUNITY DEVELOPMENT

The growth of day care programs, which were funded through the Office of Community Development, was tremendous both in terms of children served and dollars spent. The Office was involved with 77 centers at the beginning of 1972, but this number more than doubled to 157 centers by the end of December. These centers provided space for approximately 7,500 children of low-income families by the end of 1972, a figure almost twice that available at the beginning of the year. The amount of dollars needed to sustain these programs increased from $1,770,066 in 1971 to $8,274,828 during 1972. The main factor for this increased cost, in addition to the larger number of children served, was the longer period of funding during 1972. Most of the programs did not get underway until late in 1971 which meant only partial funding for that year.

The growth was so great that it became necessary to restructure the Office of Community Development. Additional staff had to be employed to help insure that Community Development was able to meet State and Federal requirements pertaining to dollars available for day care funding. The restructuring provided for three major areas of concern—planning, development and evaluation.

It became obvious that additional planning was necessary to assure the development of a sound, comprehensive, solid service program at the local level. The Office is developing a system, based on State and Federal requirements, for establishing client, geographical and program priorities for day care programs. This type of system will assist the staff in determining the areas of greatest unmet need in the State. Planning will also develop new funding resources, generate recommendations for legislation and State and community action, coordinate programs with other State and local agencies to assure an integrated day care delivery system and develop resources and models to meet needs.

Community Development through its planning section, hopes to soon com-

plete a guide to help individuals and groups design a functional day care operation which will provide a quality program. This guide will assist in the areas of board make-up and duties, budget, program, parent involvement and staff training.

One of the difficulties facing any long-range planning is the uncertainty of Federal regulations and the actual State appropriation for day care from year to year. The need for day care far overshadows the availability of facilities suitable for that purpose. Many agencies are reluctant to put money into new building or remodeling unless they have a long-range commitment for operating funds. Since Community Development cannot commit funds beyond a fiscal year limitation, available facilities continue to lag far behind the need.

Most of the Office staff is involved in the area of development. Through this section direct assistance is provided to community groups. This assistance includes helping to form citizen work groups, explaining State and Federal guidelines and regulations, assisting in planning with budget, board make-up, program planning, parent involvement and staff training. Also the Community Development staff helps implement new programs, assists the centers with completion of required monthly fiscal and program forms, and assists centers to implement recommendations made by evaluators.

In this section checks are made to insure that the funded day care centers are meeting State and Federal program requirements to determine eligibility and accuracy of fiscal requests.

The Community Development staff is located in Springfield and Chicago. From these two central points all cities, counties and regions within the State can be served with a great deal of coordination. Presently the Office is working with five separate funding programs serving approximately 65 towns and cities across Illinois.

The Public Housing day care program, which was initiated in the Chicago Housing Authority in 1971, spread across the State in 1972. Centers were scattered from Rockford to Cairo and Champaign to Rock Island, totaling 24 in all. The number of children served increased from 350 in 1971 to 1,390 in 1972. The expenditures grew from $158,668 in 1971 to $1,977,290 in 1972. The program was originated to provide day care for residents of low-income housing developments. In many cases facilities were provided in the developments by the housing authorities. In other cases, churches and store fronts near the developments were utilized. One significant change which affected this program, as well as, all the programs funded by Community Development had to do with Federal eligibility guidelines. The change specified that eligibility had to be determined on an individual basis rather than a group basis. This meant that simply living in a low-income housing development would no longer guarantee eligibility and that purchase of day care services might be headed for individual purchase rather than group purchase.

There is an inherent danger, however, when purchasing service for individuals. To be eligible for matching Federal dollars, certain minimum

services must be offered to the recipients of service. If space is purchased in a proprietary day care center for one or few individuals, then part of these services would not be required and may not be available. This could mean a loss of regulatory control to insure that guidelines are being met which might result in the State not qualifying for Federal matching dollars and the entire cost having to be borne by the State. When purchasing a large block of service within a day care center or perhaps the entire services of the center for eligible children, these minimum services can be required as part of the program leaving no problems with Federal eligibility requirements.

The Grant-In-Aid Program, which was the initial day care program funded through Community Development, was merged with a new program entitled "Low-Income Contracts" on October 1, 1972. This move was necessary to ensure that all the recipients of service were eligible under Federal guidelines and to give more adequate financial aid to the centers. The Low-Income Contract Program had been initiated to purchase service for families who were qualified for such service on an individual basis. This program provided 100% of cost, less any parent fees, for individuals whereas in the Grant-In-Aid Program only a portion of the costs were being paid. This meant a serious struggle for the Grant-In-Aid centers; and many of them were faced with having to close their doors, if they did not receive additional financial assistance. The program was serving 2,100 children of families from low-income neighborhoods, public housing projects and ghettos by the end of the year. There were 50 centers involved, at a cost for 1972 of just over $900,000. By comparison, the Grant-In-Aid Program at the beginning of the year was serving approximately 1,600 children in 37 day care centers.

The Migrant Day Care Program also experienced growth during the year. This program was originated to serve the mobile migrants that poured into Illinois by the thousands during the summer months. These were Mexican Americans, Appalachian Whites and Blacks who came to help harvest those crops which normally had to be hand picked. However, as more and more migrants settled out of the stream and took up permanent residence in the State, it became necessary to offer day care services on a year around basis. Several centers, in addition to serving large groups of mobile migrant children during the summer months, now remain open to serve the settled out migrants all year.

There were approximately 650 children served in 15 migrant centers during 1972 at a cost of $400,000.

The Model Cities Day Care Program is the largest program administered by Community Development in terms of both children served and dollars spent. This program continued to serve the four target communities of Chicago, Rock Island, East St. Louis, and Carbondale. The growth in numbers of children served was tremendous during the year. January found nearly 1,800 children being served in 29 Model Cities centers. By the end of December this number had swollen to 3,500

children, almost twice as many served. Program expenditures increased from $735,957 in 1971 to $4,976,858 for 1972. The growth in this program, even though sizable, was hampered by the lack of acceptable space. Many additional families were eligible for day care help but received none because there was no place for the children to go.

The newest program administered through Community Development was entitled the Local Effort Program. The program became operational in July and six communities were involved by the end of the year. A blending of local community dollars and State and Federal dollars, State dollars being primarily for administrative costs, was utilized. Plans had been initiated with approximately 25 communities to take part in this program. However, due to the uncertainty of continued funding at the Federal level, planning was stopped and only the six communities, where a financial obligation had occurred, were allowed to enter into contract with the Department. The six communities involved did provide space for approximately 725 children in 25 day care centers at a cost of $245,064.

A third area of concentration was being developed within the Office during the latter part of the year—a system to monitor and evaluate all day care programs administered by the Department of Children and Family Services. The objective was to evaluate the day care center operation with two goals in mind; first, to ensure that the programs are meeting minimum State and Federal requirements and further to pinpoint any weaknesses which might exist and to reinforce the positive aspects of the programs. A staff member from the evaluation section of Community Development would visit and evaluate the day care center. Then the evaluator, the technical assistant assigned to the center from the development section of Community Development, and the licensing representative assigned to the center from the Department of Children and Family Services would jointly review and discuss the evaluation. Their recommendations would be passed on to the center by the technical assistant who would then lend support to the centers to strengthen any weaknesses found. It is intended that the evaluation would be a creative positive experience involving staff, parents and board members in the evaluation process. Areas to be evaluated include center organizational structure and environmental characteristics, administrative structure, including board make-up, policies and procedures, program, fiscal management, parent involvement, staff training and involvement and social services.

Limited monitoring which was accomplished in the past did provide some interesting data concerning the cost of day care across the State. There is quite a large variation when looking at cost and many factors must be considered. A component of the day care operation which is expensive in one area might be free in another. A component, such as transportation, may not be needed in one operation while it is a very costly service in another. However, even with the many variables

involved certain ranges have emerged fairly consistently. It appears that costs graduate upwardly from the more rural areas to metropolitan Chicago in three ranges. The lower range, serving the smaller communities and rural areas, starts at around a $900 annual cost and increases to $1,300. The costs in larger communities, outside of Metropolitan Chicago, range from $1,300 through $1,650, and the Chicago area range is from $1,650 to $2,200. The factor which appears constant in almost all cases is the higher personnel costs involved in the larger communities and metropolitan areas.

The Office of Community Development will continue to carry out the various recommendations for improved and expanded day care services, and, in addition, will attempt to integrate the Department's entire thrust to provide better community services.

number and capacity of day care centers, by region and county, illinois - december, 1972

REGION AND COUNTY	TOTAL		CHILD CARE CENTERS		ADULT BASIC EDUCATION		MENTALLY RETARDED		HEADSTART [Summer]		[Year Round]	
	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.
AURORA												
DuPage	92	3834	85	3542	—	—	7	292	—	—	—	—
Grundy	3	95	2	75	—	—	1	20	—	—	—	—
Kane	39	1595	31	1326	—	—	4	133	—	—	4	136
Kankakee	23	638	18	502	—	—	2	36	—	—	3	100
Kendall	2	33	2	33	—	—	—	—	—	—	—	—
Lake	68	2822	60	2435	—	—	3	225	—	—	5	162
McHenry	20	805	17	697	—	—	2	78	—	—	1	30
Will	35	1490	26	985	—	—	—	322	—	—	5	183
TOTAL	282	11,312	241	9595	—	—	23	1106	—	—	18	611
CHICAGO												
Chicago City	323	17,865	253	14,490	—	—	38	2048	1	20	31	1327
Other	363	15,030	313	12,732	7	241	25	1308	1	104	17	645
TOTAL	686	32,915	566	27,222	7	241	63	3356	2	124	48	1972
SPRINGFIELD												
Adams	18	605	15	470	—	—	3	135	—	—	—	—
Brown	1	20	1	20	—	—	—	—	—	—	—	—
Calhoun	2	40	1	25	—	—	—	—	1	15	—	—
Cass	3	75	2	45	—	—	—	—	1	30	—	—
Christian	6	180	3	60	—	—	—	—	3	120	—	—
Greene	4	70	1	25	—	—	—	—	3	45	—	—
Jersey	4	135	2	75	—	—	1	15	1	45	—	—
Logan	4	166	3	132	—	—	—	—	—	—	1	34
Macoupin	12	311	5	132	—	—	2	59	5	120	—	—
Mason	2	40	2	40	—	—	—	—	—	—	—	—
Menard	1	25	1	25	—	—	—	—	—	—	—	—
Montgomery	5	140	2	40	—	—	—	—	3	100	—	—
Morgan	9	366	7	296	—	—	2	70	—	—	—	—
Pike	9	240	2	50	—	—	—	—	7	190	—	—
Sangamon	57	2012	52	1860	—	—	1	70	—	—	4	82
Schuyler	1	10	1	10	—	—	—	—	—	—	—	—
Scott	—	—	—	—	—	—	—	—	—	—	—	—
Hancock	6	107	5	77	—	—	1	30	—	—	—	—
TOTAL	144	4542	105	3382	—	—	10	379	24	665	5	116
CHAMPAIGN												
Champaign	48	1688	41	1364	1	40	2	160	—	—	4	124
Clark	1	20	1	20	—	—	—	—	—	—	—	—
Coles	11	373	9	213	1	40	1	120	—	—	—	—
Cumberland	1	19	1	19	—	—	—	—	—	—	—	—
DeWitt	2	65	2	65	—	—	—	—	—	—	—	—
Douglas	6	91	6	91	—	—	—	—	—	—	—	—
Edgar	3	48	3	48	—	—	—	—	—	—	—	—
Ford	2	55	2	55	—	—	—	—	—	—	—	—
Iroquois	2	65	1	10	—	—	1	55	—	—	—	—
Livingston	2	90	2	90	—	—	—	—	—	—	—	—
McLean	24	718	20	633	—	—	2	55	—	—	2	30
Macon	24	1104	21	819	1	40	1	170	—	—	1	75
Moultrie	2	39	1	20	—	—	—	—	1	19	—	—
Piatt	5	86	4	65	—	—	—	—	1	21	—	—
Shelby	6	133	1	27	—	—	2	50	3	56	—	—
Vermilion	30	786	13	341	1	83	1	55	—	—	15	307
	169	5380	128	3880	4	203	10	665	5	96	22	536

number and capacity of day care centers, by region and county, illinois - december, 1972

REGION AND COUNTY	TOTAL		CHILD CARE CENTERS		ADULT BASIC EDUCATION		MENTALLY RETARDED		HEADSTART (Summer)		HEADSTART (Year Round)	
	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.
EAST ST. LOUIS												
Bond	3	60	2	45	—	—	—	—	—	—	1	15
Clinton	4	107	2	62	—	—	1	30	—	—	1	15
Madison	43	1678	37	1213	1	25	5	435	—	—	—	—
Monroe	1	25	1	25	—	—	—	—	—	—	—	—
Randolph	4	125	3	105	—	—	—	—	—	—	1	20
St. Clair	55	2541	44	1995	—	—	6	321	—	—	5	225
Washington	1	8	1	8	—	—	—	—	—	—	—	—
TOTAL	111	4540	90	3458	1	25	12	786	—	—	8	275
MARION												
Alexander	—	—	—	—	—	—	—	—	—	—	—	—
Clay	3	90	2	45	—	—	—	—	1	45	—	—
Crawford	3	96	3	96	—	—	—	—	—	—	—	—
Edwards	1	30	—	—	—	—	—	—	1	30	—	—
Effingham	7	262	2	150	—	—	3	72	2	40	—	—
Fayette	4	116	2	51	—	—	—	—	2	65	—	—
Franklin	2	44	2	44	—	—	—	—	—	—	—	—
Gallatin	1	30	1	30	—	—	—	—	—	—	—	—
Hamilton	1	31	—	—	—	—	—	—	1	31	—	—
Hardin	—	—	—	—	—	—	—	—	—	—	—	—
Jackson	16	572	13	493	—	—	2	49	—	—	1	30
Jasper	—	—	—	—	—	—	—	—	—	—	—	—
Jefferson	7	163	6	153	—	—	1	10	—	—	—	—
Johnson	4	65	—	—	—	—	—	—	4	65	—	—
Lawrence	3	76	3	76	—	—	—	—	—	—	—	—
Marion	9	232	6	187	—	—	—	—	—	—	3	45
Massac	2	65	1	35	—	—	—	—	1	30	—	—
Perry	2	52	2	52	—	—	—	—	—	—	—	—
Pope	—	—	—	—	—	—	—	—	—	—	—	—
Pulaski	6	391	2	95	—	—	—	—	—	—	4	296
Richland	5	101	4	62	—	—	1	39	—	—	—	—
Saline	6	135	3	56	1	41	—	—	—	—	2	38
Union	7	130	2	30	—	—	—	—	5	100	—	—
Wabash	4	207	3	152	—	—	—	—	1	55	—	—
Wayne	7	177	2	49	—	—	2	28	3	100	—	—
White	7	147	1	11	—	—	1	11	5	125	—	—
Williamson	11	246	9	196	—	—	1	20	—	—	1	30
STATE TOTAL	118	3458	69	2063	1	41	11	229	26	686	11	439
STATE TOTAL	1785	71,438	1414	56,111	18	682	152	7879	82	2822	119	4144

REGION AND COUNTY	TOTAL		CHILD CARE CENTERS		ADULT BASIC EDUCATION		MENTALLY RETARDED		HEADSTART (Summer)		HEADSTART (Year Round)	
	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.
ROCKFORD												
Boone	4	112	3	87	—	—	1	25	—	—	—	—
Carroll	2	36	2	36	—	—	—	—	—	—	—	—
DeKalb	8	246	7	230	—	—	1	16	—	—	—	—
JoDaviess	4	80	2	50	—	—	—	—	—	—	2	30
Lee	9	204	5	114	—	—	2	47	2	43	—	—
Ogle	12	325	7	184	—	—	2	74	3	67	—	—
Stephenson	8	358	5	250	—	—	2	93	—	—	1	15
Whiteside	7	204	5	122	—	—	—	—	2	82	—	—
Winnebago	60	2593	46	1762	2	57	2	215	10	559	—	—
TOTAL	114	4158	82	2835	2	57	10	470	17	751	3	45
PEORIA												
Bureau	10	243	4	83	—	—	1	30	5	130	—	—
Fulton	6	114	6	114	—	—	—	—	—	—	—	—
Henderson	—	—	—	—	—	—	—	—	—	—	—	—
Henry	9	176	8	136	—	—	1	40	—	—	—	—
Knox	14	415	11	345	1	20	1	30	—	—	1	20
LaSalle	15	455	10	219	—	—	5	236	—	—	—	—
McDonough	4	100	4	100	—	—	—	—	—	—	—	—
Marshall	1	19	1	19	—	—	—	—	—	—	—	—
Mercer	1	25	1	25	—	—	—	—	—	—	—	—
Peoria	50	1929	46	1374	1	75	1	350	1	50	1	80
Putnam	1	20	1	20	—	—	—	—	—	—	—	—
Rock Island	28	1011	24	869	1	20	2	92	—	—	1	30
Stark	—	—	—	—	—	—	—	—	—	—	—	—
Tazewell	17	471	14	316	—	—	1	35	2	120	—	—
Warren	4	131	2	36	—	—	1	75	—	—	1	20
Woodford	1	20	1	20	—	—	—	—	—	—	—	—
TOTAL	161	5129	133	3676	3	115	13	888	8	300	4	150

number and capacity of day care homes, by county, october, 1971 and december, 1972

COUNTY	Oct., 1971 No.	Oct., 1971 Cap.	Dec., 1972 No.	Dec., 1972 Cap.
Adams	82	325	103	385
Alexander	3	6	3	11
Bond	11	56	10	48
Boone	21	78	31	130
Brown	—	—	1	3
Bureau	2	7	7	27
Calhoun	—	—	1	5
Carroll	11	46	11	47
Cass	6	21	6	25
Champaign	234	684	246	776
Christian	15	62	15	68
Clark	13	53	13	60
Clay	18	81	16	73
Clinton	9	35	15	58
Coles	73	264	59	232
Cook				
Chicago City	529	1873	478	1502
Outside	253	795	359	1144
Crawford	12	34	11	36
Cumberland	1	1	5	21
DeKalb	41	168	69	262
DeWitt	8	31	10	38
Douglas	7	25	6	24
DuPage	94	362	114	501
Edgar	6	29	7	32
Edwards	1	4	—	—
Effingham	19	76	20	90
Fayette	10	39	7	31
Ford	4	20	6	29
Franklin	5	20	10	40
Fulton	11	43	12	31
Gallatin	—	—	2	4
Greene	10	28	12	41
Grundy	12	62	11	53
Hamilton	—	—	2	10
Hancock	4	14	6	20
Hardin	—	—	1	4
Henderson	—	—	—	—
Henry	3	11	5	21
Iroquois	2	8	5	26
Jackson	75	317	93	410
Jasper	10	42	12	46
Jefferson	7	27	11	32
Jersey	3	24	3	18
JoDaviess	7	28	6	26
Johnson	4	16	8	32
Kane	95	370	110	501
Kankakee	74	251	81	283
Kendall	6	20	7	23
Knox	41	143	49	174
Lake	41	175	86	330
LaSalle	14	54	31	137
Lawrence	3	13	2	8
Lee	9	33	15	59
Livingston	9	27	17	71
Logan	44	197	45	139
Macon	146	478	167	580
Macoupin	27	95	29	99
Madison	65	249	82	332
Marion	32	138	33	147
Marshall	2	15	3	21
Mason	11	42	6	20
Massac	4	14	8	30
McDonough	5	26	16	96
McHenry	55	237	58	226
McLean	75	199	54	210
Menard	9	41	10	42
Mercer	3	5	2	4
Monroe	1	5	3	14
Montgomery	7	32	15	59
Morgan	74	229	87	279
Moultrie	18	68	20	79
Ogle	21	89	33	148
Peoria	105	355	119	401
Perry	—	—	1	6
Piatt	6	18	5	19
Pike	10	33	14	46
Pope	—	—	—	—
Pulaski	1	2	2	5
Putnam	—	—	—	—
Randolph	15	74	20	100
Richland	21	68	19	64
Rock Island	100	337	87	290
Saline	2	7	4	18
Sangamon	255	1,087	247	1,054
Schuyler	1	4	2	9
Scott	10	18	5	18
Shelby	14	42	13	45
Stark	—	—	—	—
St. Clair	151	455	163	448
Stevenson	30	112	41	182
Tazewell	30	99	31	111
Union	12	44	26	96
Vermilion	13	39	25	66
Wabash	3	7	3	7
Warren	5	16	9	35
Washington	6	24	9	32
Wayne	6	30	8	35
White	3	18	3	28
Whiteside	24	66	34	86
Will	90	400	97	381
Williamson	15	71	30	163
Winnebago	104	359	119	492
Woodford	10	43	11	46
Total	**3,569**	**12,888**	**4,044**	**14,866**

DIVISION OF CHILD WELFARE

The Division of Child Welfare has varied responsibilities in the delivery of day care services. These responsibilities include the administration of regional and district offices; purchase of service, management of the two State operated day care centers, as well as licensing.

PURCHASE OF SERVICE

Purchase of day care services is provided in those instances where it will further the goal of keeping a family intact and functioning as a unit. In Fiscal Year 1972, the average monthly enrollment for children receiving day care through purchase of service was 352. This indicates an increase of almost 68%, when compared with the 1970 figure of 210 children served.

WOODLAWN AND LAWNDALE

The Division of Child Welfare also funds and operates two day care centers in high need areas of Chicago. These facilities are the Lawndale Day Care Center and the Woodlawn Early Childhood Development Center which serve a monthly average of 114 and 107 children, respectively. Recently there has been criticism leveled against the high cost of these programs, and questions have been raised regarding the degree of their experimental accomplishments. This view may have precipitated the recommendation of the Working Committee which charged that the Department should divest itself of direct operational responsibility for these centers. Inasmuch as evaluation of Woodlawn and Lawndale has not yet occurred, validation or negation of this criticism cannot yet be made.

However, the Department is presently considering the beneficial aspects of a transfer of operational control to the community level. In light of this desire to delegate responsibility and control to the community, the merits of this recommendation will be carefully evaluated.

LICENSING

In the predawn hours of February 1, 1972, a fire raged through a two-story tenement on Chicago's south side, killing six young children asleep in the building's basement. Six other preschoolers were fortunate enough to escape.

Because the fire victims had been under care of an individual licensed by the State to provide day care, former Director Edward T. Weaver ordered an immediate investigation. The inquiry was later broadened to include five days of public hearings.

The investigation disclosed several clear violations of the day care license issued to the operator of the home, Lillian Jones. For example, **twelve** children were in the building the **night** of the fire, whereas Mrs. Jones had been licensed to care for **six** children only during **daylight** hours. She was licensed to provide the family day care in her second-floor apartment; instead she kept children in the basement. Further, she was providing full-time residential care without benefit of an institutional license.

Mrs. Jones was subsequently indicted by a grand jury on six counts of involuntary manslaughter, three counts of violating the state Child Care Act, and one count of criminal negligence in

housing. She pleaded innocent to all charges, and the case was bound over to Criminal Court for trial.

In a bench trial which concluded on February 15, 1973, Mrs. Jones was found guilty of two violations of the Child Care Act: caring for more children than the allotted number, and providing night care without a license. On March 8 Mrs. Jones was sentenced to two years in jail and fined $2,000 by the court, the maximum penalty under the law.

Lessons to be learned from the tragedy have not gone unheeded. Beginning soon after the fire, Chicago health and safety authorities, aided by the Department, conducted an inspection of nearly 600 licensed day care homes in the city. The inspections marked the beginning of increased cooperation between city and state authorities to assure the safety of Chicago's day care homes. The licenses of several homes were revoked because they failed to meet requirements of city fire and safety ordinances or because program activities had altered significantly without state approval since issuance of the license.

The Department of Children and Family Services, through its Division of Child Welfare-Licensing Services, administers the Child Care Act of 1969, which authorizes the Department to license child care facilities providing care for children outside their own homes.

The purposes of Licensing Services are to assure that the licensing functions of the Department are carried out effectively and in as uniform and consistent a manner as possible; and to assure that subject facilities are properly licensed and continue to provide services conducive to the well being of children and to reduce the risks of improper child care. In light of these responsibilities, the Department has taken the following steps to prevent similar tragic occurrences like the Jones' fire from occurring in the future:

* The review of Chicago day care homes was expanded to the entire state. Special emphasis is being put on building and fire safety, health and sanitation standards, and evacuation methods. A system of periodic monitoring of licensed homes has been instituted.
* Requests for deployment of additional licensing staff are under consideration. In Chicago, plans were made to utilize volunteers temporarily in intake licensing work and in gathering licensing information.
* Training sessions for staff were held in Chicago and other regions to emphasize the regulatory role and responsibility in licensing.
* Patterns of organizing Department staff and workloads are being studied to clarify responsibilities for private resource development and utilization, licensing, and relicensing.
* A committee of community members and Department staff will be appointed to review and revise Department licensing standards. Group care of infants and development of satellite day care homes around existing day care centers are among other important issues to be considered by the committee.

REGIONAL FIELD REPORTS

Delivery of day care services including licensing is carried out by the Department of Children and Family Services' eight Regional Offices and thirty-two District or local offices. Each Regional Director was asked to summarize the condition and direction of regional operations during the past year, to identify problems and resources, and to recommend new approaches which might improve efficiency or facilitate planning.

An analysis of these reports provides an overview of local day care problems and progress toward achieving statewide objectives. It should serve, in addition, the dual purpose of expressing the common needs of day care suppliers and suggesting how those needs can best be met.

CURRENT OPERATIONS AND DIRECTIONS

Throughout Illinois, there has been an increase in both the number and total capacity of day care centers and day care homes. However, there is a decrease in licensed day care homes in the Chicago Region which has resulted from an increased inspection of homes by municipal regulatory agencies. Many individuals have withdrawn their licenses or license applications, because they could not afford (or were otherwise unwilling) to meet the requirements imposed for continued operation.

Although there has been a general improvement of existing programs, it is noted that this process has been hindered by budget limitations, especially in the area of licensing, and by insufficient coordination of existing resources. During this same period, the statewide interest of community residents in obtaining day care services and establishing new programs for children has decidedly increased.

However, in the Champaign Region, the number of day care spaces and homes increased in every district. Head Start programs were initiated in the area; two additional migrant programs operated during the summer.

PROGRAM DIRECTIONS

Throughout the State, there has been an increase in the number and quality of licensed facilities. The Marion Region reports a marked improvement in licensed facilities, as has the Champaign Region which has successfully conducted a community awareness effort to license day care homes. District offices in the Champaign Region have organized to help change zoning ordinances and encourage day care mothers to expand their programs into day care centers. The total number of applications for center licenses reached an all time high in the Champaign area in 1972.

The Chicago Region has established a somewhat improved coordination between the State and local authorities in licensing day care facilities. Responsibilities have been defined more clearly and a safety campaign has been initiated for fire and accident prevention.

The Kankakee Office of the Aurora Region has recently achieved its goal of establishing municipal inspection of every day care home under its jurisdiction.

Additional improvements in programmatic operations have been reported by the Region. Several Directors indicated progress in the utilization of junior college level child development programs as a resource for day care home personnel. In some locations, day care centers have conducted periodic in-service workshops with assistance from licensing representatives and other qualified professionals.

Peoria has been developing the extension of college and high school child development programs into local day care centers where students observe and receive on-the-job work experience as staff assistants. A staff development project in the East St. Louis Region included the purchase of kits containing toys and educational materials. Day care mothers learned to use the kits in a program designed to aid the physical and mental development of children. A similar effort in the Rockford Office developed "creative experiences" workshops utilizing inexpensive household items and the natural inventive instinct of children.

PROGRAM EFFICIENCY

Budget limitations and the necessity to maximize the effect of available resources have resulted in new approaches to operational problems. Several districts have organized group meetings to provide training or services more efficiently. The Chicago Region, which has suffered a reduction in intake staff, now conducts group sessions with up to ten representatives from the community present at each meeting. This reduces total intake time and facilitates interaction among individuals and licensing personnel. Topics include the areas of budget, finance, educational requirements for staff, pupil-staff ratio, municipal requirements, and methods of determining the need for day care in a particular area. The Chicago Region has also developed a resource referral system which provides up-to-date information concerning the availability of licensed day care home services.

COMMUNITY ENLIGHTENMENT

Many Regional Directors report an increase in the acceptance of day care, especially developmental day care, within the community at large. This has been accompanied by a recognition of the necessity for supportive family services and an increase in statistical resource material. Informational requests concerning both the placement of children and the provision of supportive assistance within localized areas have increased markedly during the past year. The movement toward public understanding and acceptance of the day care concept is steadily progressing.

THE NEED FOR DAY CARE

The volume and nature of inquiries from people seeking day care placement for their children is an indicator of the demand for child care services in any particular area, and also tells what types of assistance are necessary to meet the needs of local families. Although the day time care of children while parents are working remains the primary factor in prompting a call to a Regional Office, there are increasing requests for top quality educational facilities, care for physically or emotionally handicapped children, and special programs for temporary, night time, infant, or older child care.

The Champaign Region reported that the volume of calls for day care resources in the Champaign District more than doubled in 1972, ranging from 42 to 112 per month. Other districts reported similar increases, usually relating to programs for very young children located near their home or place of employment.

East St. Louis receives an average of 25 to 30 calls each month, primarily for conveniently located or developmental facilities. Families are also seeking infant care and night care; and about 3% of the callers seek after school programs for older children. Aurora reported that inquiries range from 5 to 10 per week. Most requests are for half-day programs with full-day care requests being second in demand.

About 25 requests are received each month in the Marion Region, while

Rockford averages 60 calls per month. A number of the requests coming into the Rockford Office are from persons who could come into the home on a temporary, permanent, or part-time basis to provide care for the child. Other areas have also indicated that requests are increasing for temporary care for children with medical or emotional problems so that the mother could be relieved of the responsibility for a few hours each day.

The Peoria Region has noted an increased number of inquiries regarding child placement, especially for children with special needs. Springfield received in excess of 1,100 calls during the past year while in Chicago there were over 3,000 inquiries. Most of the Chicago requests were for day care home facilities and a significant number concerned the possibility of having day care paid for by the Department.

PROBLEMS IN PROGRAMMING

It should not be surprising that many of the problems reported by Regional administrators are fiscal in nature. Difficulties in this area have been compounded recently because of the reversal in Federal support for social service programs and a general concern that funding will continue. This seriously diminishes the willingness of day care operators to continue to develop quality programs or to start up new facilities.

Rockford, for example, noted that most new programs in the Region are struggling to secure financing for initial expenses. Most directors expressed concern that unless additional support for staff is made available, it is unlikely that the present quality of service can be maintained if the rate of increase in licensing activities continues.

In the Chicago area, for example, many child care facilities never come to the attention of licensing personnel; it is estimated that there are more day care homes unlicensed than licensed. Thus, a critical need exists to seek out these child care facilities to be either licensed or closed for the protection of the children involved.

One Director was concerned about the lack of financially sound not-for-profit facilities and the possibility that many of these will fail if Federal funding is withdrawn. The result of such program elimination all over the State would be the denial of day care services to those families who need it most. Only through direct funding or the purchase of service can many centers, both non-profit and proprietary, continue to serve those families from minority or economically disadvantaged communities.

Additionally, it was reported that often the public purchase of day care does not cover the fees for services in some centers, especially in rural areas. This may limit the purchase of service or lower the quality of care that can be provided. For example, the Department of Public Aid's unusually low child care allotment is inadequate for many licensed programs, thus necessitating the use of low quality, often hazardous, facilities for children of assistance families.

Another serious problem mentioned by Regional officials was a lack of coordination and a preponderance of red tape in bringing available resources to bear on local problems. Unnecessary restrictions in grouping children of various ages, insufficient flexibility in service hours and program offerings, payment delays from the Department of Public Aid and the Department of Children and Family Services, geographic over-centralization, and a lack of information concerning current vacancies were the difficulties most commonly mentioned.

Often, when child care payments are included in monthly family assistance checks from Public Aid, the money is spent for purposes other than day care and the center operator receives promises rather than payment. In rural areas, it is particularly difficult to establish facilities near enough to families who need them. Bussing of children is one solution, as is the establishment of smaller centers and more day care homes.

It was reported by the East St. Louis Region that day care operators frequently must deal with parental apathy. Parents often fail to take the children to the center on time or to pick them up promptly in the evening. Another area of concern was in obtaining the necessary technical assistance to develop quality infant care and nutritional programs. Infants, because of their extreme vulnerability, require more specialized care. The utilization of educational and professional resources in the community would help provide the expertise to develop better capabilities in both of these areas.

LICENSING

Several Regional Directors reported critical problems in the area of licensing, due in part to staff shortages, increased demand for licensing, stricter requirements, and inadequate coordination with local regulatory agencies. Four Regions lost licensing staff during 1972 and, all but two Regions reported a critical shortage in staffing. Marion officials utilized field work students from Southern Illinois University in two offices to help process licensing applications. Aurora increased the number and stability of staff and reported an improvement in its licensing capability.

Coordination problems between State and local agencies plagued the licensing offices in most Regions and caused delays and misunderstandings. Operators in the Rockford Region were being told by public school officials that school district day care programs would not need to meet State licensing standards. Requirements by fire marshalls and other municipal inspectors have been a problem in Chicago, Champaign and Rockford, often making the costs of continued operation prohibitive. Licensing difficulties very often have resulted in the withdrawal of otherwise worthwhile applications. Obviously, a critical need exists for licensing representatives to work more closely with fire, health, building and sanitation officials—and to establish workable, yet safe, standards for day care facilities. For example, the Springfield Region has streamlined its licensing process, emphasizing the legal aspects and at the same time strengthening the efficiency of its operation. Other Regions have utilized community resources and group intake sessions to cut through red tape and maintain efficiency in the face of mounting caseloads.

SUPPORTIVE RESOURCES

Many activities reported from the Regional offices represent new approaches or may suggest additional resources or forms of support for day care operations. Staff development, through the use of centralized workshops, and training programs sponsored by governmental agencies, educational institutions, or community organizations has been implemented in many regional areas. Public libraries, community colleges, county fairs, public schools, and such organizations as the League of Women Voters have been utilized, either as sources of developmental materials and expertise, or to disseminate information to local citizens.

Child development courses at local colleges have been used for staff training and to supply field students to help with licensing and child development activities. This allows regular staff additional time for the completion of other tasks and for individual interaction with children.

Regional Directors were asked whether local programs were progressing from a custodial to a more developmental approach to day care and how this could be accomplished elsewhere. The consensus seemed to be that most programs were moving in this direction. The directors also felt that early childhood development courses, either for day care staff through continuing education programs, or as a regular part of an employee's college background were most effective in making programs more developmental in nature. Employees who have no educational background in child development should be encouraged and given the opportunity to attend training sessions. Additionally, licensing staff should aid local educational institutions in developing appropriate curricula in day care and early education.

REGIONAL RECOMMENDATIONS

The following additional recommendations were submitted by Regional directors concerned with the implementation of day care services in Illinois:

1. that a review be undertaken of all regulations and standards for day care used by Federal, State and local agencies and that these be revised, standardized wherever possible, and disseminated to all providers of day care auxiliary services in the State;
2. that a review of minimum standards for day care be undertaken by a committee to include facility operators, licensing staff, and day care consumers;
3. that communication within the Department of Children and Family Services be improved and that coordination among the Department and other agencies, groups, and individuals also be upgraded;
4. that facility operators be assisted through the development of new approaches, procedures, and programmatic methods to aid day care operations and to facilitate developmental activities and the improvement of staff;
5. that more workable enforcement procedures be created related to violations of the Child Care Act of 1969, or that the Act be revised to provide alternate, more flexible methods of regulation of facilities. (The elimination of the need for a license when care is provided for fewer than three children is specifically suggested);
6. that resources within the community such as libraries, supportive agencies, boards of education, and community colleges coordinate an effort to make developmental materials readily available to day care home licensees and low-budgeted day care centers;
7. that a public information program be established to acquaint Illinois' citizens with the need for quality day care and the standards for licensed care;
8. that a system for maintaining the cumulative record of a child's day care experiences be developed;
9. that more concern be given to designing approaches that will increase parental interest and participation in day care programs;

10. that State guidelines be developed for full utilization of the public schools as a resource for day care;
11. that present zoning restrictions in some areas be reviewed and revised to encourage, rather than hinder, day care development;
12. that consideration be given to the employment of staff specifically skilled in investigation procedures to respond to complaints concerning the violation of day care regulations.

OTHER STATE AGENCIES

Supplementing the day care activities of the Department of Children and Family Services are the programs of other State agencies which also provide or support services for the children and families of Illinois. The accomplishments and impending programs of these agencies relate significantly to the Department's objective to provide quality day care services throughout the State to all those who are in need of such assistance.

The Department of Mental Health and the Office of the Superintendent of Public Instruction are currently involved in negotiation for the transfer to the public schools of the special education responsibility for mentally handicapped and emotionally disturbed children (ages 3-21 years). Some of these children are now being cared for in 99 centers throughout the State which are partially funded by the Department of Mental Health. The expansion of service/funding and the approximate magnitude of the pending transfer are reflected in the following table:

Year	Number of Children Served	Level of Department of Mental Health Spending
1970	3,154	$2,837,316
1971	4,107	4,899,951
1972	5,835	5,989,944

The outcome of these negotiations and budgetary considerations will determine the degree of continued involvement by the Department of Mental Health in before/after school care for these children.

The School Code now gives the Office of the Superintendent of Public Instruction jurisdiction over handicapped children from age 3 years upward. This reduced age limit is a result of legislation requiring school districts to provide prekindergarten service for handicapped children. Although it has been mandated that this service be provided, attendance is optional and, as a consequence, program coordination for any one child between preschool and kindergarten may be difficult. This means that a child who has mastered the ABC's (or other cognitive skills) in preschool may be required to "relearn" them in kindergarten. Hopefully, this condition will be alleviated when the Office of the Superintendent of Public Instruction can institute its Action Objective #3, from **Action Goals for the Seventies,** for prekindergarten education which states: "By the 1976-77 school term, every school district will provide a prekindergarten program for children ages three and four." It has been learned, however, that this objective has been pushed back at least two years (i.e., possibly in effect by the 1978-79 school year) due to budgetary constraints.

Enrollment in prekindergarten and kindergarten classes operated by school systems under the jurisdiction of the Office of the Superintendent of Public Instruction are indicated below:

School Year	Total	Public	Independent Private and Parochial
Prekindergarten			
1969-1970	2,954	1,453	1,501
1970-1971	5,960	3,803	2,157
1971-1972	9,175	6,206	2,969
Kindergarten			
1969-1970	189,679	178,031	11,648
1970-1971	192,361	181,111	11,250
1971-1972	185,117	174,348	10,769

Another amendment to the School Code provides for an early childhood certificate to be issued to qualified teachers for instruction of children (up to 6 years of age) within those schools which receive State Education Funds directly.

Since it establishes standard education requirements for certification eligibility, this amendment would seem to be beneficial to all preschool children. Unfortunately, the cost of additional training and/or increased salaries for all teachers is prohibitive in light of the States current budget. It was therefore not thought practical to require that all day care instructors be certified.

Currently, 23 Illinois junior colleges offer courses and degrees in child care programs. The junior college locations provide statewide coverage both by area and concentration of population. Also, most senior educational facilities in Illinois offer courses in early childhood development within their departments of psychology. In addition, several senior institutions offer degree programs in early childhood development. Both campuses of Southern Illinois University and Illinois State University have child development programs within their home economics departments and preschool counseling programs within their departments of education. The University of Illinois

grants degrees under their Child and Family Development Program. Also, Sangamon State University is currently developing degree programs, specifically geared for child, family, and community services. Many of these institutions have made great strides in developing laboratory learning programs so that students can have experiences with real children rather than relying entirely on classroom theory when they eventually become teachers.

The Office of the Superintendent of Public Instruction has long-range plans within **Action Goals for the Seventies** for working with institutions of higher education, other state agencies, local school districts and parent groups to develop: improved procedures and techniques for the identification, diagnosis, and prescriptive teaching of exceptional prekindergarten children; a mandatory program of periodic testing and examination of students classified as handicapped; a teacher training program for those teaching handicapped preschool children, students with learning disabilities, students with social and/or emotional and hearing disorders, and students diagnosed as mentally retarded; a method to provide pre-service training and in-service retraining of teachers and aides for prekindergarten programs; alternative models for prekindergarten curriculum and parent education programs; and other benefits for the children of Illinois. It is hoped that these plans will receive the support of the public and actually be funded so that preschool educators will eventually have these resources available to them.

The Department of Public Aid (DPA) has continued its involvement with the Office of the Superintendent of Public Instruction and the Department of Children and Family Services in providing child care service for the children of working public aid recipients or those enrolled in adult learning centers. In 1972, there were 16,830 children who were served by means of DPA child care assistance payments. An additional 1,730 children were enrolled in adult center child care facilities. One of the major problems in obtaining child care for recipients relates to the agency payment standards. A November 1972 study in Cook County has established that the rates are unrealistically low and do not represent the "going community rate" for the Chicago-Cook County area. The additional need for increased rates downstate is clearly illustrated by the nearly 200 special approvals granted in downstate regions for payment of child care fees above the standard rate. In Cook County, about one tenth of child care assistance families are now paying rates above those established by the Department. The present agency policies also definitely prohibit the hiring of a relative or of having the child cared for in his own home by anyone. This set of circumstances clearly represents an undue hardship for many public aid recipients who are trying to improve themselves and become self-supporting.

Some of the other problem areas the Department of Public Aid has encountered in the provision of child care for ADC clients who are employed or participating in education and training programs are summarized as follows:

a) DPA personnel in some areas are inadequately informed concerning the availability of licensed day care facilities in their areas.
b) A lack of statewide central cataloging of all day care facilities and activities. Presently, statewide information is available only for licensed day care centers.
c) A lack of child care placement facilities which can accommodate several children of one family, especially in situations in which there are children of various ages.
d) A lack of child care faciliities for children—before school, after school, during evening hours, and on weekends when parents are employed.
e) A lack of facilities for infant care.
f) A lack of child care facilities to meet emergent need for 24-hour placement.
g) A lack of day care facilities to meet the needs of children with physical, mental, emotional handicaps, or culturally deprived children who can benefit from developmental day care placement.

The Early Childhood Development Division of the State Economic Opportunity Office (a part of the Governor's Office of Human Resources), although not a funding agency itself, has continued to serve in a coordinating and liaison capacity. The Governor's Office of Human Resources works with all full year and Head Start agencies, parent-child centers, day care and follow through programs which operate in Illinois, and their respective State and Federal funding agencies.

4-C COMMITTEES

Community Coordinated Child Care, or 4-C as it is commonly termed, is a Federal-State-Community partnership whose goal is the improvement of the quality of life for every child. The primary objective of this program is to encourage agencies providing day care and preschool services to work together to stretch their resources,

eliminate waste and duplication, and improve and expand the quality and scope of their services. If this end is realized, more families will be reached; staff competence will be improved;

and parents will have a more effective voice in policy and program direction. 4-C is, therefore, a coordinated utilitarian concept dedicated to maximum utilization of available day care resources.

The 4-C program envisions a framework of two-fold coordination. The first level, Specific Area Coordination, is a vehicle for group activities. It refers to situations in which day care agencies, with the aid of 4-C committees, would contract with each other for the provision of various program components on a joint cooperative basis. For example, one agency would perhaps function as a supplier of a specific service, such as food catering or group educational activities, to all other agencies; referral systems may be established to ease the transfer of a child from one program to another; staff supplies and equipment may be loaned between programs; and new or small agencies may assign staff members to work temporarily in an established agency for purposes of training.

The second level of coordination may be viewed as strictly a financial arrangement under which agencies merge their individual sources of funding. Although agencies would still remain essentially autonomous, this method would enable them to reap the benefits of a completely coordinated effort. Among the 4-C programs which have taken this direction are those in Rockford and Evanston. Furthermore, the Peoria and Champaign 4-C's are also planning to utilize a similar method when and if their local programs become operational.

The impetus given to the formulation of 4-C originated from a Congressional directive to the Secretary of the Department of Health, Education and Welfare and to the Director of the Office of Economic Opportunity requesting that these two agencies establish a method of coordinating Federal, State, and local day care programs.

The Federal activities are carried on by a 4-C Standing Committee. This committee includes those representatives of the following Departments, whose mandates and programs have impact on the lives of families and children; Health, Education, and Welfare; Labor; Agriculture; Housing and Urban Development; Office of Economic Opportunity; and the Office of Management and Budgeting. The Federal 4-C committees meet infrequently.

At the onset, Federal support was significant. However, during the past few years this participation has altered considerably. It appears to many citizens that the Federal position has changed from one of advocacy to one of disinterest. It also seems that this attitude has been a constant source of frustration to State and local committees. This can best be illustrated by a statement made by Ellowese Barganier of the Illinois 4-C Committee.

> "Having to awaken from the thoughts of financial or 'gut' supports from the Federal levels, the 4-C's locally and statewide throughout the nation are surrendering their badge of adoption on the national level. The position of being in name only is degrading to those whose dedication, efforts and purpose offer the continuity and concepts which sound administration is continually seeking. We were born as a Federal concept, we have survived and grown as a viable mechanism."

The State 4-C Committee has had a notable effect on the promotion of day care. Its suggested membership format, like that of the local 4-C's, is comprised of participants from three equal sectors:

1) one-third from public or general purpose government;
2) one-third from private agencies and organizations which support child care; and
3) one-third from the community-at-large and parents of children who participate in child care programs.

On July 1, 1972 the State 4-C's entered into a contract with the Department of Children and Family Services. The purpose of the agreement was to assist the Committee financially with the achievement of its stated goals including the establishment of several local 4-C committees throughout the State. To date, three local 4-C committees have achieved State and Federal recognition: St. Clair County, South Suburban Cook County, and Chicago. Furthermore, eighteen local committees have been established and are on their way to recognition. These local 4-C's are: DeKalb, Rockford, Rock Island, Alton, Aurora, Bloomington, Carbondale, Champaign, Charleston, Danville, Decatur, Elgin, Geneva, Murphysboro, Peoria, Palatine, Kankakee, and Joliet. The formation of these local 4-C's is a significant step toward the promotion of citizen participation as recommended by the Working Committee.

A further effort underway involves a survey which will define the demand for day care for children of economically deprived families.

An additional program advanced by the State 4-C Committee is the creation of a Clearing House and Resource Material Library. This supportive service rendered by the Committee is an effort to furnish resource information and statistical material to any group interested in day care.

The future of 4-C, like day care itself, is uncertain. It is ironic that the same Federal agencies which conceived of and gave birth to the 4-C concept have subsequently lost interest in it. However, the State and local 4-C committees have the enthusiasm and dedication to continue their efforts to establish a coordinated quality day care program.

PROPRIETARY DAY CARE

When day care was in its embryonic stages, its proponents undertook the task of not only formulating and delivering a service, but of selling a concept as well. Like any innovative idea it was met with both criticism and hostility. Many of its opponents feared it would undermine the family unit by usurping the matriarchal role in the home. Although day care remains a debatable issue to some, it has gained widespread acceptance in most circles.

Perhaps the most significant factor responsible for this approval can be attributed to the financial involvement of government. Often, legislation and subsequent funding serve as catalysts for public sanction of worthwhile programs.

With the increased awareness of day care as both a needed and developmental service, proprietary or profit-making day care centers blossomed forth. Many people viewed day care as an extremely marketable commodity and set out to take their place on the day care bandwagon. The zenith of privately-owned day care was reached several years ago with the licensing of numerous proprietary facilities. Companies were formed and franchises were sold. It appeared that day care was indeed a business for the future. Why then has proprietary day care reached a plateau? What has stunted the further growth of new facilities?

The answers to these questions are numerous, and many are very closely interwoven. Certainly the need for day care has not been satisfied. On the contrary, it has increased noticeably as more women joined the labor force and the benefits of day care became better known. Perhaps then the primary reasons for this leveling off are due solely, or in part, to the following factors: (1) more stringent licensing requirements; (2) increased program costs; (3) franchises being sold to businessmen lacking knowledge in child care; (4) high start-up cost without immediate financial return; (5) little pooling of resources; (6) government suspicion of proprietary facilities; (7) poor management; and (8) an awareness that day care is not necessarily a ticket to financial success.

In many instances, independent owners found themselves caught up in a vicious cycle of problems. Many were initially misled with respect to financial expectations. In some instances, franchises presented profit figures which were based on 100% enrollment. Start-up costs are high for a licensable facility; and, it is naive to expect a capacity enrollment at the onset. Furthermore, when these centers encountered problems in management, the franchises very often were not prepared to furnish them with administrative assistance.

Perhaps one of the most far reaching problems emanates from governmental suspicion of facilities which seek profit from the care of children. Public officials realize that there is always the temptation, for the sake of the almighty dollar, to ignore the real needs of the child.

A consequence of this suspicion is the reservation on the part of the state to purchase care in privately-owned facilities. This is often a critical handicap for centers that are underutilized. Firstly, they cannot rely on the government for financial support, and secondly, they cannot benefit from the technical assistance which the state provides. With licensing requirements becoming increasingly more qualitative, thereby causing costs of care to rise, it is often vital that independent facilities have access to this type of aid. In its absence, many centers cannot survive. This is not to imply that all proprietary centers are motivated only by financial gain. There are many successful facilities which are dedicated to offering quality care to the children they serve. That is essentially why these centers are successful; because they have wisely coupled the necessary ingredients of good management with a quality program.

In light of these problems what does the future hold for proprietary day care? It is likely that centers which focus on a developmental child oriented program will continue to prosper. Indications are, however, that many small independent operations will be replaced by corporate ownership. Largely this can be attributed to the economy of scale principle. Corporations have the resources at their disposal to manage, staff, and finance quality facilities. They do not require an immediate return on their investment and can employ people whose primary function will be to put the needs of the child first.

Finally, there are several recommen-

dations which can be made in an attempt to alleviate the plight of proprietary day care facilities. Firstly, independent centers should participate in local and state day care planning activities. In this way, they can share resources while upgrading their programs. In addition, those with quality programs should publicize the type of service they have to offer. This will serve to eliminate suspicion and thereby promote state participation. After all, day care, whether it be non-profit or proprietary, must focus on satisfying the needs of children. That is what day care is all about—and that takes cooperation and coordination.

Let's See. How Can We Put a Good Funding Package Together?

DAY CARE ACTIVITIES AT THE FEDERAL LEVEL

The 1967 Amendments to the Social Security Act and the implementation of Federal guidelines for Title IVA in 1969 substantially increased the availability of Federal funding for day care and other social services. Several states, including Illinois, were quick to respond to this resource. An Illinois plan for Title IVA was developed as required by the Federal Government. The plan outlined the types of services which would be provided and reasonable eligibility requirements were established for people to receive these services. The Illinois plan seemed to provide, for the first time, an opportunity to formulate and implement services designed to prevent families from entering the ranks of public assistance recipients. Day care in Illinois, for example, was dramatically expanded to provide service to the working poor, as well as to the public assistance recipient seeking employment or work training. Because day care served to help sustain employment for the very low-income family, and concomitantly, provided early childhood development services for the family's preschool child, day care became known as a true preventive service both for the child and his parents.

Early in 1972, events at the Federal level in Washington seemed to serve as a prelude to changes in the Federal support for Title IVA funds. Officials at the U.S. Department of Health, Education and Welfare voiced strong concern about the rapid growth in the development of Title IVA supported programs and pointed out that anticipated future growth would bankrupt the Federal Treasury. The Federal concern continued to grow and when the 92nd Congress acted on President Nixon's proposed revenue sharing act, last minute amendments were included which would ultimately place limits on Title IVA funded programs. The congressional legislation passed and became known as the State and Local Assistance Act of 1972. (i.e. Revenue Sharing) Although general revenue sharing dollars became available for states and local governments, there were no requirements instituted which would require that some revenue sharing dollars be used to fill the vacuum created by the new spending limits on Title IVA programs. The situation became even more despairing when the Federal Government completed its reinterpretation of the revised law and proposed new guidelines which severely limited the utilization of Title IVA funds. It seemed as though the Federal Government was no longer interested in working systematically toward solving the nation's social problems.

The 92nd Congress did support a broad range of child care related legislation. The following summary lists bills which were considered and as noted, some bills passed and became Public Law:

Communicable Disease Control Program, provided for an extension of grant program and establishment of control and vaccination program. (HR 14455, S 3442) Public Law—92-449.

Comprehensive Child Development Act (HR 6748) to establish comprehensive services for children and their families. Reported by House Education and Labor Committee Oct. 11 (Rept. 92-1570). No further action in the 92nd Congress.

Dental programs for children, authorization of funds. Passed Senate Dec. 8, 1971 (S 1874), but no further action was taken in the 92nd Congress.

Economic Opportunity Act Amendments, 1972. Extends existing programs but passed without child development or legal services corporation provisions as in the original bill. Public Law—92-424.

Federal Advisory Committee Act, limits creation of advisory committees. Public Law—92-463.

Head Start, Child Development and Family Services Act of 1972 (S 3617). Would provide comprehensive child development services for children and families. Passed Senate, June 20, 1972, but no further action was taken in the 92nd Congress.

Health Professions Manpower Act. To increase assistance in a variety of health fields (HR 8429) Public Law—92-157.

Health services for domestic agriculture migrant workers. Extends services to migrants. Passed Senate, Aug. 17, 1972 (S 3762), but no further action was taken in the 92nd Congress.

Higher Education Act Amendments of 1972. Extends aid to higher education and establishes new programs, such as the National Institute of Education. Public Law—92-318.

Housing and Urban Development Act of 1972. Amends and extends programs. Passed single one-year extension instead of more comprehensive bill. (HR 16704, S 3248) Public Law—92-503.

Manpower Development and Training Act. Extends Title II programs for one year. (HR 11570, S 3054) Public Law—92-277.

Minimum Wage. Increases minimum wage and extends benefits. (HR 7130, S 1861). House and Senate failed to reach agreement on differing versions.

National School Lunch Act and Child Nutrition Act. Extends programs and amends existing law to provide broad authorization for day care food service programs. Public Law—92-414.

National Sickle Cell Anemia Prevention Act. (HR 13592, S 2676) Public Law—92-294.

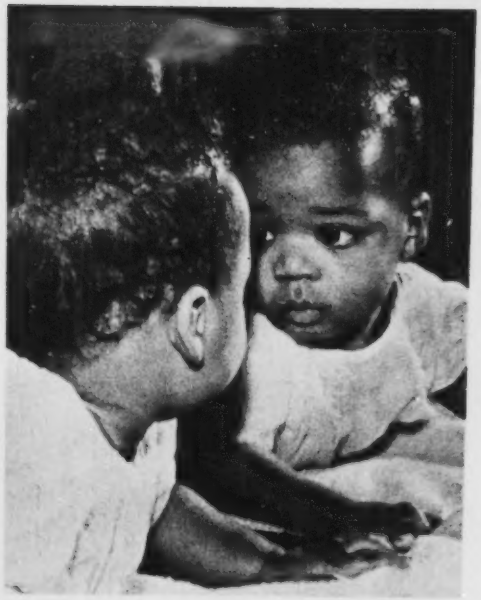
Public Broadcasting Corp. Authorizes funds for PBC, including funds for Sesame Street (HR 13918). Vetoed, June 30, 1972. Subsequently approved simple extension of program.

Social Security Act. Extends authorization for one year of special maternal and child health project grants. Public Law—92-345.

State and Local Fiscal Assistance Act. Extends fiscal relief to states and localities for wide range of purposes. Public Law—92-512. (Commonly referred to as the General Revenue Sharing Act.)

Sudden Infant Death Syndrome. Authorizes funds for research. Passed Senate, June 7, 1972 (S.J. Res. 206), but no further action was taken in the 92nd Congress.

Although there is hope that the 93rd Congress and the President will agree on new legislation for day care, it is unlikely that any substantial day care legislation will be approved in 1973 because of the President's economic measures. It is hoped that strong public support for the continuation of some of the more effective social programs like day care will help influence more active Federal interest in the continued support and further development of these vital services.



Can You Believe That I Might Not Be Able to Come Here Anymore?

I'd Better Make Sure That I'm Still On the Eligibility List.

4 day care future

The future of day care in Illinois will be determined significantly by the commitment to or the withdrawal of Federal, State and local funding of current and impending programs. Whether the quality of child care and supportive services decreases during the present decade or increases will depend largely upon the further recognition of day care as a valuable and critically needed service.

The necessity for long-range planning and direction for child care in Illinois is imperative. Budgetary considerations, allocation of resources, program analysis and administrative restructuring must be made in conjunction with the fulfillment of intelligently developed objectives. The very definition of day care as a child-oriented and developmental service must be understood. Furthermore, day care should ideally be a service available to all those who seek it. If this is to be made possible, then day care must cease to be viewed in terms of "welfare roll" reduction. For, if the service is contingent upon a welfare "numbers

game," then its success becomes measured in limited terms of parental employment rather than child-oriented accomplishment. In addition, day care should be a comprehensive service which offers health care and family counseling, in addition to developmental education, for children from infancy to age 12. Lastly, day care must be considered as a viable alternative to foster care and institutionalization.

At the time this report was being written changes were being proposed in the U. S. Department of Health, Education and Welfare guidelines for spending under Title IVA. They were unfortunately not reflective of the objectives expressed by day care staff of the Federal Office of Child Development. They represented the antithesis of a child-oriented program, by dictating that eligibility be contingent upon work training or employment of the parent, and unrealistically low-income status.

Many people involved with day care have questioned the rationale behind a proposed federal spending cut-back in day care. In part, the Federal Government contends that preschool education does not have long-term developmental results. Although studies indicate that children with preschool experiences are more advanced in kindergarten than youngsters without previous education, they also reveal that by 1st or 2nd grade there is no appreciable difference. The results of these studies are not being questioned, however, many educators point out that regression does not lie with day care, but rather with the public school system. Primary grade classes are geared toward the level of understanding of the child who has not had preschool experience. Consequently, the progress of children with prior education is stunted by a curriculum which is repetitive rather than developmental. Studies which are testing this theory are being conducted in the Chicago Public School System through the Schomes Project. In addition, the Co-Plus (Cooperatively Planned Urban School Project) is a follow-up study which has been in existence for three years. Evaluation will be possible in the near future.

Despite the uncertainty of future financial support, day care coordination and planning must progress. There have been many efforts, in the past, to provide interagency coordination in the field of child care. Unfortunately these attempts, including the legislative mandate to the Department of Children and Family Services, have thus far been unsuccessful. Perhaps, this is due to a desire on the part of the involved agencies to protect their sphere of influence. However, it is clear from personnel observations in the field that the red tape and conflicting requirements which arise from multiple agency involvement are the constant source of problems in day care. Therefore, the future must bring about the alleviation of this problem, and the Department of Children and Family Services must provide leadership in improving the delivery of day care services in Illinois.

It is also necessary that a planning design and research survey be undertaken which would provide information regarding the type of child care purchased, reasons for purchase, number

-- At a minimum, all unprotected children must be cared for.

of children served, amounts paid for care, age of children served, the number of persons who desire but cannot find care, and determination of reasonable child care rates. Also, the Department of Children and Family services needs to develop a format which each community can utilize in conjunction with available technical assistance and the 1970 census statistics to determine the day care needs of their locality. This survey format should not be viewed as a guideline, but rather as a prerequisite for funding.In the event this could be accomplished during FY 1974, budget preparations for the following year could at last be determined on the basis of actual need and priorities rather than past fiscal appropriations. Budget requests can then realistically indicate the amount of financial support required to offer child care for all unprotected and abused children, as well as, mentally retarded, emotionally disturbed and physically handicapped youngsters. Furthermore, expansion of the child development concept can reach out to include all children who can profit from a day care experience.

Also, once this survey is completed, the Department of Children and Family Services can efficiently comply with the legislative mandate which requires that the Department:

> Identify high priority areas and groups, relate them to available resources, identify the most effective approaches to the use of existing day care resources, and include methods and procedures for the development of additional day care resources for children to meet the goal of reducing short run and long run dependency and to provide necessary enrichment and stimulation to the development of young children.

It is also clear that there is an apparent need for a standardized rate system. In many respects this determination must be made on the basis of standards of performance for day care facilities. Experimental programs, which may hopefully be created through special contractual arrangements, can bring further clarification to quality programming and its costs. A realistic and useful method of rate determination can be facilitated by a careful examination of community cost levels. The "going community rate" for services and salaried staff vary considerably throughout the State. Therefore, a uniform rate structure must make allowances for these differential cost factors. Comprehensive studies of day care cost analysis are in the planning stages, and will be of tremendous assistance in the establishment of a reliable and useful rate system.

Another significant aspect of day care which must be emphasized is that of evaluation. Many of the topics previously discussed are both a cause for and result of examination of present programs. Although the Department of Children and Family Services is currently implementing a meaningful evaluation procedure, there is need for

future expansion of these methods. It would be helpful to include parents, children, board members, staff and others in the evaluation of programs. The evaluation should be used by the Department and the facility providing service to assess the agency's goals and whether these goals are being reached to meet the needs of children in the best possible way.

The future improvement of day care services in Illinois must also encompass other Department services such as the area of licensing. The Department is working on a systematized procedure for review and revision of all the licensing standards with priority given to day care standards and expects to have a day care standards committee appointed shortly.

The plan for this committee is to be advisory in nature and representative of:

1. **The providers, or would-be providers, of the service** i.e., the licensable (or potentially licensable) facilities or individuals providing the service. Such providers of service could be:
   A. Private not-for-profit organizations or individuals
   B. Proprietary fcr profit organizations or individuals
2. **The consumers of the service**
   A. Parents or guardians
   B. Organizations or agencies arranging for, or buying, the service for children and/or families under their care.
   C. Certain children
3. **The Community**
   A. Community organizations and action groups from localities where facilities operate.
   B. The legislative community. i.e., representatives of legislative bodies or groups involved with the examination and enactment of the law.
   C. The regulatory community. i.e., fire department, zoning department, health and sanitation. Any other group that may be involved in the regulatory process of licensing.
   D. The professional community. i.e., child care, law, nursing, medicine, family planning, social work, child development, etc.

Consideration will be given to the recommendations made by the 1972 Working Committee on Day Care in respect to:

Licensing and revocation powers of the Department.

Distinction between licensing based on minimum standards versus the consultation role of licensing personnel.

The possibility of having State Standards in the areas of fire, sanitation, and building requirements.

The suggestion to institute an automated data collection and retrieval system for its day care operations.

The Department is hopeful that this coordinated effort will result in a more workable and realistic set of day care licensing standards.

However, all improvements and efforts in future years by the various State agencies cannot accomplish totally successful day care programs without active citizen participation. Parents must become involved in the centers their children attend. There are many degrees of involvement such as in the decision-making process, as paid employees in the center, and as volunteers. An excellent method for stimulating parent participation is through a parent coordinator. This person would be on staff in the facility and would have the responsibility of planning and promoting parent activities. In large centers this may well be a full-time position, in other instances this role could be filled by a teacher or assistant who would devote a portion of each day to parent involvement.

In addition to parents, citizen advocacy groups, such as 4-C, can be instrumental in improving day care services. A vitally needed and significant contribution would be the undertaking of a dual purpose community based informational service. One function would be to provide a listing of centers, monthly number of vacancies, hours of operation, type of program and staff-child ratio to both providers and users of day care services. Secondly, it could function as a day care volunteer service. Senior citizens, high school and college, as well as, other community groups could be drawn upon to participate in various day care and other important child care activities. This would be an excellent opportunity for private industry to become involved in the betterment of child care services.

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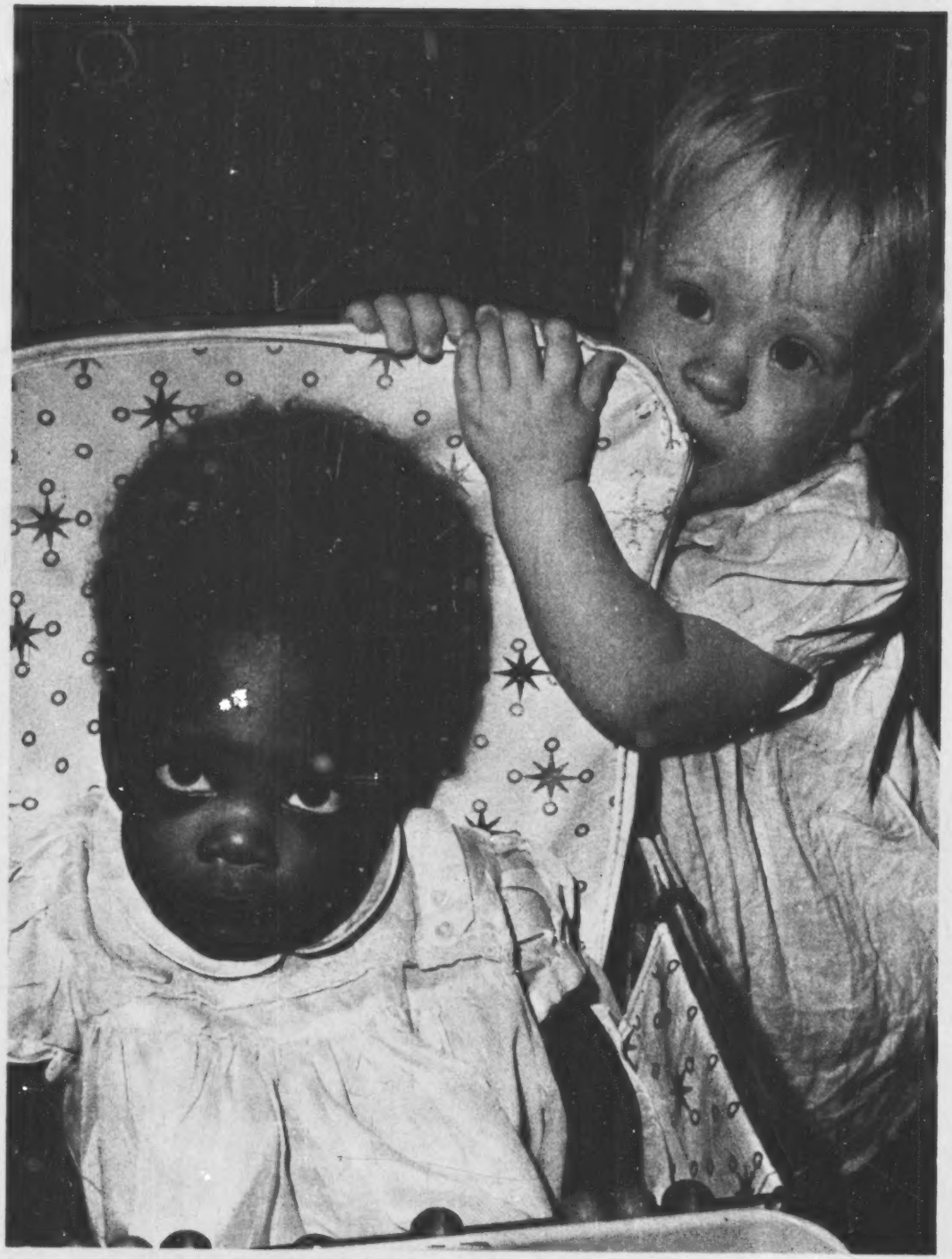
In conclusion, the Department of Children and Family Services has attempted, through the contents of this 1972 Annual Report, to provide more than a synopsis of current day care activities. The care of Illinois' children is far too critical an issue to view in terms of a single year's accomplishments. Furthermore, the implications for the future of day care necessitate that action be taken now to insure that child care will be an available service in the next decade. This cannot be accomplished without a joint effort on the part of government and the citizens of Illinois. Children grow up all too soon to face the responsibilities of adulthood—it is everyone's responsibility to see that they get the best chance possible to be prepared for it when it comes.

IF YOU CARE, YOU CAN GET INVOLVED
IF YOU GET INVOLVED, YOU HAVE TO GIVE-
SOMETIMES YOUR DOLLARS BUT
MORE OFTEN YOURSELF.
IF YOU GIVE, YOU FIND THAT IT'S WELL
WORTH THE EXTRA EFFORT.

IF YOU HAVE ANY DOUBTS ABOUT THE
VALUE OF DAY CARE, LOOK INTO THE
FACE OF A YOUNG CHILD AND ASK
YOURSELF "DO I CARE?"
IF YOU DON'T, WHO WILL?



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